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ABSTRACT

The current status of postsecondary education in Illinois is reviewed and recommendations offered for improving it. This Master Plan Phase Four, like the preceding ones, charts a general direction for postsecondary education over the next decade. It indicates that Illinois postsecondary education will continue to be committed to: expanding educational opportunity; serving student needs; furthering academic excellence; preserving educational diversity; evaluating and responding to society's needs. Separate chapters of the report are devoted to: enrollments; financing (operations and grants); physical facilities; students; institutions; programs; health professions education; governance and coordination; and future planning. (LBH)

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A MASTER PLAN
FOR POSTSECONDARY EDUCATION IN ILLINOIS

THE ILLINOIS BOARD OF HIGHER EDUCATION

MARCH, 1976

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A MASTER PLAN
FOR POSTSECONDARY EDUCATION
IN ILLINOIS

State of Illinois
Board of Higher Education
500 Reisch Building
119 South Fifth Street
Springfield, Illinois 62701

March, 1976

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CHAPTER 1

INTRODUCTION

THE BACKGROUND

It was evident at the beginning of the 1960s that Illinois postsecondary education would enter a period of significant expansion to accommodate a large pool of students reaching the traditional college-going age.

To plan and coordinate this expansion, the Illinois General Assembly approved legislation, signed into law in 1961, creating the Board of Higher Education. The Board's statutory responsibilities include reviewing proposed and existing programs, presenting budgetary recommendations to the General Assembly and Governor, and formulating and periodically updating a Master Plan for higher education.

The statute requires the Board to "prepare a master plan for the development, expansion, integration, coordination and efficient utilization of the facilities, curricula, and standards of higher education for the public institutions of higher education in the areas of teaching, research and public service."

A 1965 amendment to the statute charges the Board to "conduct a comprehensive study to determine the need and requirements...for additional higher education programs in the health professions...."

A 1967 amendment to the statute requires the Board to consider private colleges and universities in the formulation of a Master Plan, and "other educational groups, instrumentalities and institutions, and...specialized areas of education, as they relate to the overall policies and problems of higher education."

The law also requires the Board to "engage in a continuing study, an analysis and evaluation of the master plan so developed" for the purpose of determining any needed modifications or amendments to the plan.

To fulfill these responsibilities, the Board adopted three phases of a Master Plan between 1964 and 1971, and a plan for the development of health professions education programs.

Master Plan Phase I, adopted by the Board in July, 1964, contained 48 recommendations. This phase resulted in the implementation of a statewide system of public community colleges, established by law in 1965. Much of the growth that has occurred in Illinois postsecondary education during the past decade has been within the community college sector.

Degree credit headcount enrollments at public community colleges in the fall of 1965 were 63,948. They were 319,270 in the fall of 1975, an increase of nearly 400 percent.

The major thrust of Master Plan Phase II, adopted by the Board in December, 1966, was the establishment of two new public universities to provide upper level undergraduate instruction and first-year graduate instruction. These recommendations, implemented by legislative and executive actions, resulted in the opening of Sangamon State University, Springfield, and Governors State University, Park Forest South. The governance structure for public universities was revised to include the Regency system. This phase of the Master Plan resulted in the development of a monetary award program for students based on financial need and the general expansion of the programs of the Illinois State Scholarship Commission. The monetary award program is available to students attending any not-for-profit postsecondary education institution located in Illinois.

The Board adopted the report, Education in the Health Fields for State of Illinois, in 1968. This plan was the basis for the expansion of education programs in medicine, dentistry, nursing, and other health professions. It resulted in the establishment of several new professional schools and the enactment of the Health Services Education Grants Act. This legislation provides financial support for private colleges and universities and clinical facilities for the education of students for the health professions..

The stated purposes of Master Plan Phase III, adopted by the Board in May, 1971, were to define the mission and scope of public universities pertaining to the development of graduate programs, and to recommend a "collegiate common market" to promote cooperation among institutions and the development of new methods of delivering educational services. The Board appointed a Collegiate Common Market task force, which reported its recommendations in November, 1972. This phase also included undergraduate and graduate enrollment planning maximums for public universities. It also recommended cooperative expansion of computer services, expansion of continuing education and community service programs, a moratorium on Ph.D. programs until 1972, limited development of Doctor of Arts degree programs, a task force on teacher education, and the establishment or expansion of specific programs. The legislature and governor implemented the Master Plan Phase III recommendation that a law school be established at Southern Illinois University, Carbondale. The Higher Education Cooperation Act and the Illinois Educational Consortium were outgrowths of the recommendations of Master Plan Phase III.

Phase III also recommended State financial support for private colleges and universities, as was recommended in 1969 by the Illinois Commission to Study Nonpublic Higher Education. The Illinois Financial Assistance Act for Nonpublic Institutions of Higher Learning, first funded in fiscal year 1972, provides grants to private institutions on the basis of the enrollment of Illinois residents.

Obviously, the first three phases of the Illinois Master Plan for postsecondary education were efforts to plan and coordinate significant enrollment growth. Total degree headcount enrollments at Illinois public and private colleges and universities increased from 247,668 in 1962 to 404,533 in 1970. Master Plan Phase III, however, anticipated an enrollment peak in the early 1980s, followed by decreases through 1990 to enrollment levels that would approximate those existing in 1975. The emphasis on cooperative education and nontraditional delivery systems was an attempt to respond to this enrollment bulge. This enrollment trend is still valid through 1990. Revised enrollment projections, however, provide additional insights into the expected distribution of students by program category and institutional sector.

THE SETTING

The Board of Higher Education formally announced its intention to develop a revised Master Plan at its November 6, 1973, meeting. There were several reasons for this decision.

Preliminary enrollment projections indicated steadily increasing headcount enrollments through the early 1980s, but only slight growth for baccalaureate and occupational enrollments, indicating a relative stabilization of growth at public universities and private colleges and universities. In fact, headcount enrollments at public universities increased only slightly from 183,141 in 1970 to 185,635 in 1974. Full-time-equivalent (FTE) enrollments for the same period increased from 155,912 to 157,317, an increase of less than one percent. Similar data pertain to private colleges and universities. Therefore, the Board saw the necessity to review public university program directions, existing commitments to expand programs and facilities, and the need for new and expanded programs, including nontraditional programs.

The Board expressed concern about planning for off-campus instruction as colleges and universities compete for fewer numbers of students expected to pursue baccalaureate studies. Also, the Master Plan provided an opportunity for the Board to review its statutory responsibilities in the area of ongoing review of existing programs. Specifically, this effort was intended to relate to criteria and procedures for program review.

The community college system, as it neared fulfillment of a legislative mandate to encompass all of the State, was reaching a level of maturity that dictated a fresh look at purposes, programs, and financing.

Because the most significant enrollment growth was projected to be in general studies programs, the Board felt that it must review the State's obligation to support financially this growth, as well as the capacity of institutions, primarily community colleges, to absorb additional students.

The anticipation of continuing economic inflation dictated an analysis of revenue projections from various sources of support for postsecondary education, compared with estimates of resource requirements.

Also, a continuing commitment to the promotion of student access and choice among a diversity of institutions necessitated a review of student aid programs, of State aid for private institutions, and of the relationships among public and private postsecondary education institutions.

An increasing sensitivity to the need for substantial, effective affirmative action programs for minorities and women was another reason to revise the Master Plan.

THE ISSUES

Between July and September, 1974, the Board approved topics to be studied in the process of updating the Master Plan. These topics were:

1. Goals of Higher Education
2. Higher Education Enrollment Projections
3. Institutional Mission and Scope Designations
4. The Higher Education Governance System
5. Qualitative Improvements of Existing Illinois Higher Education Programs and Services, and Elimination of Unnecessary Functions
6. Special Program Needs, Including an Updating of Previous Health Planning Efforts
7. The Development of Innovative and Cooperative Educational Delivery Systems
8. Student Access, Scholarship and Loan Programs
9. An Assessment of Future Higher Education Resource Requirements, Including the Role of Tuition
10. Community Service and Continuing Adult Education

11. A Review of Construction and Capital Needs In Public Higher Education
12. A Review of Programs of State Support of Independent Colleges and Universities
13. A Review of Public Community College Financing
14. The Relationship of Proprietary Schools and Colleges to Comprehensive Postsecondary Planning and Coordination
15. Programmatic Organization of the Community College System
16. Development of Positive Affirmative Action Programs at All Levels of Higher Education Employment
17. Development of Programs to Increase Minority and Women Student Enrollment

THE PROCEDURE

In a report adopted in July, 1974, the Board of Higher Education indicated that the groups to study the Master Plan topics would include standing advisory committees to the Board, special study groups, system and institutional representatives, the Board staff, and personnel from other local and State agencies. Appendix A indicates the study assignment for each Master Plan topic and the dates when reports and recommendations were completed and presented to the Board. Appendix B lists the current members of permanent Board advisory committees and ad hoc study committees.

The individual study reports are the foundation for this summarized and integrated Master Plan document. These reports serve as reference documents for additional details. They represent the commitment of thousands of individuals who contributed much time and energy to charting the future direction of Illinois postsecondary education.

The procedural plan adopted by the Board called for three statewide conferences in September, 1974, to allow citizen participation in initial phases of Master Plan study in all areas. These conferences were held in Carbondale, Normal, and Chicago, and a report of the testimony was compiled and presented to the Board in November, 1974, and given general public distribution.

Throughout much of 1974 and 1975, many of the Master Plan study groups conducted public hearings and meetings. As reports and recommendations were completed and presented to the Board, they were also given general public distribution. The initial study phase was completed by September, 1975, and a first draft of the Master Plan was compiled. The Board considered this draft at its October and November meetings and directed that several changes be made. However, the Board did not take any position on substantive issues at these two meetings. A second draft was prepared in November, 1975, and the Board voted December 2, 1975, on each chapter and all motions made by members of the Board. This draft, therefore, had the tentative approval of the Board. It was the subject of six public hearings held in January, 1976. These hearings were held in Chicago, Elmhurst, Rockford, Springfield, Belleville and Carbondale. As a result of these hearings, additional changes in the Master Plan were approved by the Board. The Master Plan was formally adopted by the Illinois Board of Higher Education at its meeting in Chicago on February 3, 1976.

CHAPTER 2

HIGHLIGHTS AND OVERVIEW

SUMMARY OF RECOMMENDATIONS

In response to Illinois postsecondary education needs and challenges over the next five to ten years, the implementation of these Master Plan recommendations would:

- .. Emphasize that the hallmark of the future must involve efforts by postsecondary education institutions, building upon past commitments, to improve the quality of all their programs and efforts;
- .. Necessitate continued productivity and resource reallocations at all institutions as two means of ensuring the availability of adequate resources;
- .. Require increased tax appropriations to meet the resource requirements of postsecondary education programs and institutions;
- .. Refine program directions for public institutions;
- .. Establish explicit criteria to be used by the Board of Higher Education in the review of proposed new units of instruction, research, and public service;
- .. Promote greater cooperation among the Board of Higher Education, systems, and institutions in the review of existing units of instruction, research, and public service;
- .. Establish a procedure for reducing unnecessary competition for students among public and private institutions, especially in off-campus settings;
- .. Promote continued cooperative programmatic efforts among all postsecondary education institutions, including the cooperative use of facilities;

.. Preserve local control of public community colleges, and establish a limited role for State support of certain categories of programs;

.. Increase utilization of existing space by public colleges and universities;

.. Establish as priorities for capital improvements the necessary remodeling of public university facilities and the construction of new space at public community colleges to meet existing and projected enrollments;

.. Establish public university undergraduate resident student tuition rates at a level equal to one-third of undergraduate instructional costs, and set resident graduate tuition rates at a level one-third higher than undergraduate tuition;

.. Maximize educational opportunities by increasing the public knowledge of State and federal student aid programs, and by more efficient operation of these programs;

.. Establish the framework of a statewide system to promote the coordinated development of educational and instructional television;

.. Continue the programs of direct and indirect State aid to private colleges and universities as a means of preserving the financial and academic integrity of these institutions and of providing a diversity of choice for students;

.. Intensify affirmative action efforts at post-secondary education institutions regarding both enrollment and employment;

.. Continue efforts to expand the production, retention, and equitable distribution of health professionals in Illinois, and encourage increased collaboration in the education of these students;

- .. Establish the Illinois Delinquent Account Purchasing Program to collect overdue student loans;
- .. Establish a continuous future planning process.

A PERSPECTIVE

A Master Plan is not intended to be so broad in its orientation that it includes all postsecondary education issues. Many topics may be excluded because no changes are necessary, or because they are the responsibility of governance and administration. Such omissions are necessary and do not imply a lack of awareness or indifference. A Master Plan cannot prescribe the content of courses, or how they will be taught; it cannot define the details of student services; it cannot define the precise utilization of facilities. A Master Plan can establish policy guidelines in these and other areas, although even in this case a Master Plan need not be totally specific about the exact methods of implementing these policy decisions. These concerns and many others are by law the proper preserve of governing boards and administrators who are responsible to these boards.

This Master Plan, like the three preceding phases, does chart a general direction for postsecondary education over the next decade. During the study period leading to this Master Plan, there was general agreement within the education community and the general public that several enduring goals pervade all planning efforts. As in the past, Illinois postsecondary education will continue to be committed to:

- .. Expanding Educational Opportunity
- .. Serving Student Needs
- .. Furthering Academic Excellence
- .. Preserving Educational Diversity
- .. Evaluating and Responding to Society's Needs

There will be many facets to the implementation of these goals, but generally they should reemphasize the commitment of Illinois postsecondary education to extend educational opportunities to all who are qualified, to provide necessary services designed to help students learn and achieve personal growth, to increase the quality of all programs and services, to maintain the viability of a diversity of institutions, and to respond appropriately to society's needs and problems.

THE CHALLENGE

Significant growth, such as Illinois has experienced in the past, is not anticipated in the next decade. There will not be new campuses, a great proliferation of programs, or substantial net increases in enrollments. The challenge facing postsecondary education in Illinois during the coming decade is different, but no less compelling, from the challenge to expand educational opportunity that was met by previous planning efforts. During the coming years, postsecondary education in Illinois must:

1. Accommodate short-term enrollment growth without undue expansion of staff or facilities, which would be underutilized later;
2. Develop new programs, curricula, and delivery systems to meet changing needs by reallocating and more efficiently using existing resources;
3. Improve the quality of its services without the benefit of rapidly-growing financial resources;
4. Maintain vitality and a sense of perpetual self-renewal without the stimulation of continuous enrollment growth.

No absolute measures of quality apply equally to all educational efforts at every postsecondary educational institution. Nevertheless, the effort to improve quality must be continuous, and it must apply to every activity of an educational institution--instruction, research, public service, support activities, capital improvements, the allocation of funds, evaluation. These recommendations attempt to preserve and improve upon past achievements in a continuing commitment to quality, as well as attempt to cope with perceived economic constraints. The essential key to qualitative improvements is a working partnership involving institutions, governing and coordinating boards regarding their various obligations and responsibilities.

ENROLLMENTS

Enrollment projections for the next 10 to 15 years indicate a short-term increase in the number of students expected to attend Illinois public colleges and universities. This will create an enrollment "bulge" through the early 1980s, and it is expected that enrollments will then decline through

1990 to levels that are comparable to 1975 enrollments. This is the most likely enrollment scenario and, therefore, the one to which future planning must relate. A different general enrollment trend would involve significant changes in college attendance patterns which do not appear likely at this time. The challenge for the near future is to accommodate the predicted peak enrollments in such a way that does not overexpand staff and facilities that would be underutilized in succeeding years.

FINANCING OPERATIONS AND GRANTS

An analysis of the tax bases of State and local governments indicates that revenue growth may lag behind the needs of postsecondary education institutions and programs, especially as these needs are affected by continuing economic inflation and short-term enrollment growth. A variety of efforts will be necessary to cope successfully with this probable situation. These must include an intensification of past and present efforts to: increase productivity, reallocate resources, increase income from other sources of support, and establish funding priorities for programs and services. Coupled with this commitment by institutions, the State must increase annual appropriations to maintain the quality and vitality of existing postsecondary education efforts, and support needed new programs.

A continuing funding priority will be student aid programs (based on financial need) that help students pay for college costs and that provide students a choice among public and private institutions.

FACILITIES

A review of space utilization data for public community colleges and universities indicates that one aspect of accommodating peak enrollments in the early 1980s will be the need to achieve a greater utilization of existing classroom and laboratory space. Protecting the State's investment in educational facilities will require a program of necessary remodeling and rehabilitation at public universities.

PROGRAMS

In general, requests for new units of instruction, research, and public service must be closely correlated with approved program directions, must respond to a clearly demonstrated need, and where feasible must involve cooperative efforts. The requested programs must not unnecessarily duplicate existing programs at other institutions, and the resources to support a program must be provided through reallocation whenever possible.

The ongoing review of existing programs by public institutions, governing boards, and the Board of Higher Education is more than an effort to identify those programs that need to be modified or eliminated as indicated by such factors as decreased enrollments and increased costs. It is also an evaluative exercise which can reveal methods of improving instruction to the benefit of both faculty and students.

One additional aspect of qualitatively improving programs will be the development of a statewide educational television network, both for instructional uses and the greater dissemination of educational programs to the general public.

Several recommendations will complete expansion of health professions education programs that were designed to increase both the numbers of health care professionals serving the citizens of Illinois and the opportunity for Illinois residents to enter these professions.

AFFIRMATIVE ACTION

The implementation of efforts to ensure equitable treatment for all students and employees in postsecondary education institutions is the responsibility of governing boards and institutional administrators. The Board of Higher Education has a responsibility to assume a leadership role regarding these issues. Some systems and institutions in Illinois, at their own initiative, have made substantial progress in this area. The recommendations of this Master Plan represent policy and procedural suggestions for systems and institutions for continued improvements and progress. There must be an effort to eliminate present inequities affecting women and minorities in all areas of enrollment and employment. It is not the intent of the Board of Higher Education to design new reporting systems or encroach upon governance responsibilities.

CHAPTER 3

ENROLLMENTS

A--Recommendations

1. The allocation of resources to accommodate peak enrollments through the early 1980s should be made in a manner that is cognizant of probable subsequent enrollment declines to levels comparable to current enrollments.
2. The Board of Higher Education will issue an annual report assessing the continued validity of current enrollment projections.

B--Comment

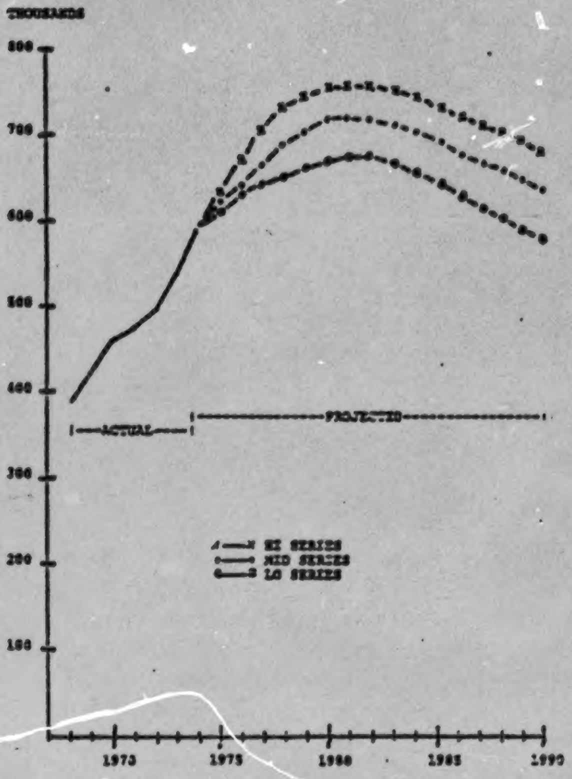
PROJECTIONS

Enrollment projections are made to estimate the total number of students who might attend colleges and universities in the future, given certain assumptions about various attendance rates. These data can be the basis for educational policy decisions that affect how students will be distributed in the future with regard to educational sector and institution. These decisions, in part, determine the need for educational staff and facilities. The projections are made through 1990, since the individuals who could attend colleges and universities during this period have been born and, therefore, are a known factor. These projections are made in the program categories that generally define postsecondary education: baccalaureate and occupational, general studies, and graduate studies. Low, median, and high series of "college-going rates" were made to reflect possible influences on the propensity of students to attend higher education institutions.

Figure I is a graphic display of total headcount enrollment projections in the high, median, and low series. In general, total degree credit headcount enrollments peak in 1981 and decline through 1990. Obviously, there is sufficient flexibility within these alternative projections to allow for enrollment oscillations in any given year. For planning purposes the median series of projections (See Table I) is considered most likely.

The median series projects baccalaureate and occupational headcount enrollments to peak in 1980, with approximately 50,000 more students than in the fall of 1974, and then

FIGURE 1
ILLINOIS DEGREE CREDIT ENROLLMENT
(Resident and Extension)
Fall Term: 1968-1990



decrease until 1990 when enrollments will be approximately 28,000 below 1974 levels. Graduate enrollments peak in 1984, with approximately 28,000 additional students; by 1990 they are still approximately 16,000 above 1974 levels. General studies enrollments continue to increase with 56,000 more students by 1980, followed by smaller increases thereafter to approximately 62,000 more students in 1990 compared to 1974.

ENROLLMENT BULGE

Assuming that the median series projection is most accurate, there will be an enrollment "bulge" about 1981 in terms of headcount and FTE enrollments. At that time, there will be over 129,000 more headcount students and nearly 68,000 more FTE students compared to 1974 fall enrollments. By 1990, there will be 50,000 more headcount students and 4,000 more FTE students than 1974. Table I compares headcount and FTE enrollments by program category for the projection period. The projections assume that the present ratio between headcount and FTE students for each degree program will continue into the future.

TABLE I

Headcount and FTE Projections by Degree Program Based On The Most Likely Headcount Enrollment Projection

Year	Baccalaureate and Occupational		General Studies		Graduate		Total Degree Credit	
	Headcount	FTE	Headcount	FTE	Headcount	FTE	Headcount	FTE
1974*	403,592	313,061	99,045	24,977	85,409	57,164	588,046	395,202
1975	417,900	323,900	114,000	28,700	87,900	58,900	619,800	411,500
1976	427,100	331,000	122,000	30,700	89,300	59,800	638,400	421,500
1977	436,600	338,400	130,100	32,800	96,900	64,900	663,600	436,100
1978	445,400	345,200	138,300	34,900	100,900	67,600	684,600	447,700
1979	450,900	349,400	146,600	36,900	104,500	70,000	702,000	456,300
1980	453,700	351,600	155,000	39,100	106,800	71,600	715,500	462,300
1981	452,300	350,500	155,600	39,200	109,200	73,200	717,100	462,900
1982	447,800	347,000	156,300	39,400	111,400	74,600	715,500	461,000
1983	440,500	341,400	156,900	39,500	112,700	75,500	710,100	456,400
1984	429,900	333,200	157,600	39,700	113,400	76,000	700,900	448,900
1985	418,000	324,000	158,200	39,900	113,100	75,800	689,300	439,700
1986	406,000	314,700	158,900	40,000	112,000	75,000	676,900	429,700
1987	396,400	307,200	159,500	40,200	110,100	73,800	666,000	421,200
1988	391,000	303,000	160,200	40,400	107,500	72,000	658,700	415,400
1989	383,600	297,300	160,800	40,500	104,500	70,000	648,900	407,800
1990	375,200	290,800	161,300	40,600	101,500	68,000	638,000	399,400

* Actual data for 1974.

DATA ANALYSIS

Several aspects of the enrollment data are significant. It is projected that there will be significant increases in headcount and FTE enrollments through the early 1980s followed by equally significant decreases. Approximately half of the projected increases in headcount enrollments through 1980, however, will be accounted for by students in general studies programs. For projection purposes, enrollments in the general studies category are defined as students at public community colleges who have not made a declaration of a degree program major and those who are enrolled in one of several categories of general studies certificate programs.

Another significant feature of the projections is that FTE enrollments for baccalaureate and occupational studies increase by only 38,000 students through 1980 and decline thereafter to levels below 1974 enrollments. Similarly, FTE enrollments for graduate students will increase 19,000 by 1984, declining thereafter.

A major thrust of this Master Plan is to recommend ways in which postsecondary education can obtain adequate resources to accommodate this short-term enrollment increase.

REASSESSMENT

Projecting enrollments is an uncertain exercise. Future developments that could render such projections inaccurate include changing perceptions about the economic or intrinsic value of postsecondary education, surges or declines in employment in specific occupations, economic prosperity or recession, foreign policy developments, or new means of greatly increasing student access. For example, fall 1975 enrollment increases which are greater than projected appear to be caused by a short-term economic downturn which is not expected to continue. For such reasons, it is necessary that the Board of Higher Education continually reassess enrollment projections. Special attention will be given to the population group over 25 years of age, which has been expanding rapidly in the form of part-time enrollments and which is not dependent on projections of annual numbers of high school graduates.

CHAPTER 4

FINANCING: OPERATIONS AND GRANTS

A--Recommendations

PLANNING AND MANAGEMENT

3. To meet the projected resource requirements for operating expenses through fiscal year 1985, public and private postsecondary institutions must plan and manage resource use for growth and decline. This planning and management should continue and intensify the present commitment to reallocate resources and increase productivity. These efforts will involve a thorough reassessment of program priorities within postsecondary education.

ADDITIONAL SUPPORT

4. In addition to all of the efforts by postsecondary education to conserve and reduce resource requirements, increased State general revenue support will be required to support the additional enrollment and inflationary increases projected through the early 1980s.

PUBLIC UNIVERSITY TUITION

5. Tuition charges for resident, undergraduate students should be maintained at a level of one-third of undergraduate instructional costs, calculated on the appropriate system base. To this end, public university systems should raise undergraduate tuitions proportionately so that the one-third policy will be fully implemented no later than fiscal year 1980. Following full implementation of the one-third policy by fiscal year 1980, tuition charges should be updated annually and routinely applied in Board of Higher Education budget recommendations. This tuition policy should be implemented, provided that:

a. the General Assembly and Governor increase funding of the Illinois State Scholarship Commission's monetary award program and/or other programs to offset the impact of any proposed tuition increases on financially needy students;

b. full implementation of the one-third policy at any one system does not result in undergraduate tuition charges higher than undergraduate tuition charges at the University of Illinois;

c. in the calculation of undergraduate instructional costs to determine appropriate tuition charges, new institutions should be excluded from the calculations during the first ten years of operation, but should maintain tuition levels equal to those of other universities within the same system;

d. the instructional cost base is defined as the most current undergraduate instructional cost base as determined by the unit cost study. Instructional costs exclude State appropriations for retirement, capital improvements, research, and public service.

6. Tuition charges for resident, graduate students should be maintained at a level of 133 1/3 percent of the resident, undergraduate tuition charge at each system. To this end, public university systems should raise graduate tuitions to this level concurrently in relationship to increases in undergraduate tuition charges.

7. Tuition levels for public schools of medicine, dentistry, and veterinary medicine should be set at the following academic year rates in fiscal year 1977 and adjusted in proportion to undergraduate tuition increases thereafter:

Medicine	$1,250
Dentistry	900
Veterinary Medicine	750

8. Tuition charges for non-resident, undergraduate students should be maintained at a level of full instructional cost calculated on the appropriate system base and tuition charges for

non-resident, graduate students should be maintained at a level of 133 1/3 percent of the non-resident undergraduate tuition charge at each system. These charges should become effective in fiscal year 1977.

PUBLIC UNIVERSITIES

9. In its annual budget recommendations, the Board of Higher Education will continue to consider the effects of inflation upon public universities, especially with regard to salaries, the cost of commodities and services, and program support.

COMMUNITY COLLEGE FINANCING

10. The State funding plan for public community colleges should be based upon the following principles:
    a. instruction which generates credit hours should be divided into categories determined on the basis of local and State purpose and on relative statewide unit costs;
    b. non-credit hour activities included in the missions of the community colleges should be considered a separate category. This includes community education, public service, and research activities;
    c. for every instructional category generating credit hours the State will make flat grants per credit hour for a certain percentage of the difference between:
        1. the statewide average cost in the system for that category, as adjusted for inflation, marginal cost savings, and productivity savings, and
        2. the standard local contribution calculated from statewide average property taxes, tuition and fees, and other local revenues;

d. either State or local financial resources should be provided for all categories. The State should fund a lower percentage of the difference between statewide average costs and the standard local contribution for credit hours in general studies categories other than vocational and remedial;

e. additional financing for categories more locally oriented and total costs for activities in the non-credit hour category can be funded from local taxes, tuition and fees, and other revenues, including the special source described in (f);

f. one cent less than the average statewide tax rate should be used in determining the standard local contribution. This amount is intended to support a portion of the difference between the statewide cost of locally-oriented instructional categories plus the total cost of the non-credit category;

g. special grants should also be funded by the State, as follows:
    1. equalization grants should be provided for districts unable to raise the portion of the standard local contribution funded by property taxes, using the statewide median tax rate. This method of equalization is thus built into the basic flat grant funding approach, and
    2. grants for the educationally disadvantaged student should be provided to all districts for a portion of the added costs of such education.

11. State and federal vocational education grants distributed through State agencies should be counted as a part of State support for community college operations.

12. Local districts should be permitted to levy a 17 1/2 cent (per $100 Equalized Assessed Valuation) educational fund tax rate and a 5 cent

(per $100 Equalized Assessed Valuation) building and maintenance fund tax rate.

13. Enrollments for funding purposes should be counted at midterm. This should not prevent consideration of earlier payments of projected college claims to ease cash flow problems.
14. Either in 1980, or when State expenditures for community college operations exceed 50 percent of total operating costs, a committee should be appointed to review community college financing.
15. Procedures should be developed to integrate specific district enrollment projections into the funding mechanism so that financial planning at the State and local levels may be improved.

AID TO PRIVATE INSTITUTIONS

16. The Illinois Financial Assistance Act should be continued as a program of direct grants to private colleges and universities. The formula for awarding grants should be based on full-time-equivalent enrollments rather than the enrollment of full-time students. In future years, the appropriation for this act should be increased in recognition of inflationary advances so that this program continues to support a relatively constant proportion of private college and university expenditures.

RETIREMENT FUNDING

17. In addition to an appropriation for annual payout requirements of the State Universities Retirement System, the State should appropriate yearly additional funds to reduce the unfunded accrued liability of the systems.

AFFIRMATIVE ACTION

18. Data relating to affirmative action programs at colleges and universities should be considered by governing boards and the Board of Higher Education in the process of determining

budget recommendations and implementing budgets.

B--Comment

In the ideal situation, all programs and activities of postsecondary institutions that appear worthwhile and justifiable should receive sufficient financial support to ensure their existence and quality. In reality, revenue sources are limited and funding priorities must be established even among programs and activities that seem desirable.

To project resource requirements and available revenues is a risky undertaking based on a variety of assumptions that may not be realized, or that future events may alter. Nevertheless, projections based upon reasonable assumptions can provide guidelines for postsecondary education to plan ahead for a limited period of time.

BASIC RESOURCE REQUIREMENTS

Projections were made through fiscal year 1985, using as a base actual fiscal year 1976 appropriations for all operations and grants. The resource requirements projections utilized the Master Plan enrollment projections.

Increased enrollments projected for general studies programs were all assigned to the public community college sector. All other categories of enrollments (baccalaureate, occupational, and graduate) were allocated among the various sectors assuming these sectors would continue to enroll approximately their present percentage of students; no major enrollment shifts between sectors were anticipated for these categories. While such shifts may occur, several alternative projections indicate that shifts among sectors have little impact on overall resource requirements.

The resource requirements projections were made for three levels of inflation--six, eight, and ten percent. They assumed a marginal cost concept for new students, annual productivity increases of one percent, no major new thrusts in State scholarship programs or State aid to private institutions, and no increases in public university tuition rates.

For projection purposes, it was assumed that there will be a continued financial commitment to the expansion of health programs, and that annual appropriations to the State Universities Retirement System would continue to approximate yearly payout requirements.

DEFICITS

Given these assumptions, substantial revenue deficits for Illinois postsecondary education will result in the coming years if postsecondary education continues to receive approximately the same level of State general revenue tax support as was received during the last five years. These revenue projections assume no increases in State revenues through such means as increased taxes or a larger percent allocation of State revenues to postsecondary education programs.

These projections are not an attempt to allow available resources totally to determine postsecondary education funding levels. However, they do provide a first focus of planning and management efforts designed to conserve funds and reduce resource requirements. From this base of providing a sound stewardship of public funds, postsecondary education can demonstrate a need for additional resources for ongoing and new efforts. In fact, there are several programs and activities recommended in this Master Plan that will require additional resources.

ACTIVITIES REQUIRING ADDITIONAL SUPPORT

The resource requirements projections include resources to support health programs, enrollment growth, and cost inflation in public universities. However, there are a number of desirable program improvements in public universities which could require resources not included in the projections. These include:

a. providing funding support for the operation and maintenance of new buildings currently under construction or planned for construction;
b. providing financial support for advancing educational technology;
c. providing financial support for new and expanded programs.

The recommendations of this Master Plan encourage some of these additional resource requirements.

Another major concern is the funding of the State Universities Retirement System. The unfunded accrued liability of the System as of August, 1975, totaled $570 million. Minimum payout requirements, the current method of financing the System, are projected to increase from an appropriation of $28.5 million in fiscal year 1976 to $102.7 million in fiscal year 1985. Annual incremental funding beyond this minimum payout requirement is necessary to maintain the viability of the System.

Community college finance represents a third area which will require additional resources not included in the projections. Community colleges obtain financial support primarily from State grants, tuition, and local taxes. Recently, local tax revenues have not kept pace with inflation and enrollment growth, thereby creating a revenue "shortfall." Additional State support will be required to offset this shortfall and maintain adequate funding for community colleges.

PLANNING AND MANAGEMENT

Because of inflation, there have not been significant real dollar gains for postsecondary education in Illinois in recent years. As a result, public and private institutions have made substantial efforts to maintain the quality of education within the limits of available resources. It is obvious that these institutions have made significant progress in this effort. The expectation of continued inflation in the near future indicates that institutions must continue their present efforts in planning and management.

It will undoubtedly be necessary for institutions to increase their productivity beyond the annual one percent factor included in the resource requirements projections. In a labor-intensive enterprise such as postsecondary education, this obviously means increasing student-to-faculty ratios. From a State perspective, it may be necessary to consider policies which encourage enrollments at those campuses which are currently underutilized.

In a period of scarce resources, institutions must continue to start many new programs and activities without additional financial resources. This is accomplished by modifying or eliminating some existing programs and activities, and reallocating the resources to support new programs and activities.

All of the suggested measures to reduce the projected revenue deficits call for an ongoing reassessment of priorities. This process must start at the level of campuses and agencies and continue to governing boards and coordinating boards. The recommendations for financing community college programs are an example of setting funding priorities. These recommendations not only provide more precision in financing community college programs with differing costs, but they recognize a limited funding responsibility for the State in certain program categories. Similarly, in every sector of postsecondary education priorities should be reexamined and the public benefits received from State investments should be reevaluated. Such a reexamination will help identify programs which should be reduced in scale or supported to a greater extent by the users who benefit from the services provided.

INCREASED STATE TAX SUPPORT

In addition to measures postsecondary education may implement to conserve and reallocate resources, increases in the level of State general revenue tax support will be required to reduce projected deficits during the period of increased enrollments.

The technique of resource requirements projections must be based on existing commitments and trends if basic resource needs are to be identified. Once these basic resource needs are quantified, then alternatives can be explored for acquiring the necessary funds for these basic needs and other desirable programs and activities. It is clear that institutions must conserve resources, and that students must bear a proportionate share of the rising costs of education. Beyond this, there must also be an increase in the level of State support for postsecondary education if necessary resources are to be available to maintain the State's investment in quality education.

TUITION AT PUBLIC UNIVERSITIES

The recommendations to increase tuition charges at public universities will establish for students a constant share of the costs of postsecondary education. While all other costs have increased, there have been no tuition increases in recent years.

There is no magic in the "one-third" policy for public university undergraduate tuition. The statute for community colleges sets tuition at a maximum of one-third of operational costs, and several community college districts have reached or nearly reached this tuition level. This policy does recognize a dual responsibility between students and taxpayers to share in the financing of postsecondary education; the formula does not affect students unfairly. Based on current instructional costs, the policy would represent a modest increase in total student costs of between 1.3 and 4.0 percent, depending on the university system. Even with expected increases in instructional costs, the increased financial burden for students will certainly be manageable over a four-year period. It is estimated that the increase would amount to approximately $60 per student per year. By fiscal year 1980, net revenues resulting from the tuition increase would amount to about $30 million. This assumes additional

State scholarship support for all students with financial need. Obviously, this additional income would significantly reduce projected deficits.

It is recommended that graduate student tuition at public universities be one-third higher than undergraduate rates on the basis that advanced education becomes increasingly a personal benefit for which graduate students should pay a higher tuition than undergraduates. Even with these increases, graduate student tuition will still be less than one-third of instructional costs for graduate education.

Nonresident undergraduate tuition rates at public universities are recommended to be 100 percent of instructional costs, while nonresident graduate tuition rates are recommended to be 133 1/3 percent of undergraduate instructional costs. These recommendations recognize the primacy of the investment of Illinois taxpayers in public postsecondary education institutions.

Using an average annual figure of $20,000 for educating a medical student, $10,000 per dental student, and $8,000 per veterinary medicine student, Illinois students are now paying tuition equal to between 2.2 and 7.8 percent of the costs of these programs. In comparison with tuition rates nationwide, and the expected earnings of graduates, a tuition increase is justified in these programs.

COMMUNITY COLLEGE FINANCING

The proposed community college financing plan is an effort to provide a formula funding mechanism which supports the principle of local governance, is sufficiently flexible to meet various local needs, encourages economy and sound financial planning, and distinguishes between instructional categories of statewide importance and those which are primarily the responsibility of local districts.

The use of different categories of funding provides support in a way that is sensitive to the cost of various programs. It is also a means of distinguishing between categories of statewide and local concern. The use of average costs, adjusted for productivity and marginal cost savings, encourages economy. The integration of district enrollment projections into the State funding mechanism will improve financial planning by mitigating the effects of uneven enrollment fluctuations among districts.

Perhaps the most significant financial problem faced by community college districts is the failure of local tax revenues to keep pace with inflation and enrollment growth. Because State funding in the proposed plan is based upon the adjusted average cost of each instructional category, less a standard local revenue contribution, the amount of State funding required will increase as local tax revenues lag behind increasing costs.

SUPPORT FOR THE PRIVATE SECTOR

State aid programs have made an important contribution to the financial health of private colleges and universities. An analysis of the financial condition of private institutions indicates, with few exceptions, significant improvements since 1969 based on such criteria as: balanced budgets, value of endowments, faculty salaries, library expenditures, physical plant expenditures, expenditures per student, and faculty-student ratios. The availability of financial aid for needy students and the location and program attractiveness of institutions, have enabled the private sector to hold its own in competition for students. One means of maintaining this balanced system into the future is to ensure that direct aid programs to the private sector are adjusted for inflation.

The planning and management efforts described earlier apply equally to public and private institutions. Adjusting public aid to the private sector to offset inflation commits the State to a certain level of support for each Illinois resident student enrolled, but by no means exempts private institutions from implementing planning and management efforts which are at least as stringent as those employed in the public sector. In part, the current strength of the private sector may be attributed to such management efforts in the past five years. These efforts must continue if the private sector is to sustain financial health.

AFFIRMATIVE ACTION

Effective affirmative action programs at Illinois colleges and universities require that reliable data be available. These data should demonstrate the progress achieved by institutions in implementing the various affirmative action recommendations of this Master Plan. There is no intention to duplicate existing reporting systems. The federal EEO-6 form is an example of the type of information that should be made available to the governing boards and the Board of Higher Education. These data will be used in an appropriate manner by the Board of Higher Education and governing boards in budget review and implementation.

CHAPTER 5

PHYSICAL FACILITIES

A--Recommendations

SPACE DATA

19. The Board of Higher Education will continue to collect data about space in postsecondary education physical facilities and the utilization of space.
20. The Board of Higher Education will use space data more extensively in its review of requests from postsecondary education institutions for new buildings and new additions. In particular, requests for additional space will be analyzed to determine how they will affect the overall allocation of space in an institution, how they will affect the utilization of institutional space, and how they compare to similar institutions with respect to space available per student.
21. The Board of Higher Education will collect space data about facilities for the education of health professionals in its biennial space surveys and Resource Allocation and Management Program formats. To this end, the Board staff will develop formats for collecting data about space allocations and utilization which are appropriate to such special facilities.
22. The Board of Higher Education will continue to collect data about physical facilities in private colleges and universities.

INSTRUCTIONAL FACILITIES

23. The Board of Higher Education will approve additional classroom and class laboratory space in public institutions only if there is a clearly demonstrated need in terms of such factors as special program requirements, utilization and condition of existing space.
24. The Board of Higher Education will give high priority to remodeling in postsecondary education capital budget recommendations.

25. The Board of Higher Education will approve construction of new facilities for public community college campuses on the basis of enrollments, taking all permanent space and projected enrollment increases and decreases into account.

SPECIAL FACILITIES

26. The Board of Higher Education will approve additional space only for health professions education programs for which there is a clearly demonstrated need. Need should be demonstrated in terms of the total utilization and condition of existing space, and special program requirements.
27. The Board of Higher Education will consider as a low priority State participation in the debt retirement of revenue bonds for public university capital projects.
28. As a general rule, the Board of Higher Education will encourage governing boards to seek student participation in the process of approving capital improvements funded from student fees or income from student fees.
29. The Board of Higher Education will not approve construction of dormitories for commuter institutions.
30. The Board of Higher Education will consider as a low priority State participation in such facilities at community colleges as outdoor athletic and recreation fields, field houses, and spectator seating.
31. The Board of Higher Education will consider among others the following factors before approving performing arts facilities at public universities and community colleges: institutional program directions, student body composition, campus type, and total allocation of institutional space. Furthermore, universities and community colleges should show evidence of having explored the possibility of cooperative arrangements with other institutions and agencies for the use of such facilities.

B--Comment

THE INVESTMENT

The State of Illinois has made a significant investment in capital facilities for public postsecondary education. During the period from fiscal year 1963 through fiscal year 1975, the State appropriated $1.1 billion for capital improvements at public colleges and universities. Every effort must be made to protect this investment and use it wisely.

THE USE OF SPACE DATA

The Board has conducted studies of space in college and university buildings for a decade. Data collection procedures should be simplified and efforts should be made to avoid duplication.

To date, the Board has not included facilities for the education of health professionals in its periodic space surveys, but recent extensive expansion of such facilities suggests the need for their inclusion.

Private colleges and universities have been included in the Board's Statewide Space Surveys in the past and must be included in the federal survey of space for the Higher Education General Information Survey (HEGIS). Data about private colleges and universities are useful in planning for all postsecondary education.

USE AND CONDITION OF CLASSROOM AND LABORATORY SPACE

Utilization of classrooms and class laboratories at public community colleges and universities is low. Utilization data indicate little or no need for additional classroom and laboratory space in the near future.

At all universities combined, for example, only a third of the student stations in classrooms were assigned during daytime hours in the fall of 1973. During the evening hours less than ten percent of the classroom seats were assigned. Student stations in laboratories were also underused.

The classroom utilization on 38 community college campuses in the fall of 1973 was 26 percent for the daytime hours and 21 percent for the evening hours. For these same campuses 25 percent of the laboratory stations were assigned during the day and 17 percent in the evening.

Institutions cannot assign every seat in every room to students during the hours that a room is in use. For this reason, the Board should not establish an arbitrary standard for use of classrooms and class laboratories. It is reasonable to expect, however, that utilization of space can be increased.

The age and condition of facilities at public universities are also important. About 22 percent of the physical space was constructed before 1950, another 15 percent before 1960, and 63 percent since 1961. About 25 percent of public university space is in need of remodeling. Such work should be undertaken in order to protect the State's investment in physical facilities and to maintain facilities in a satisfactory condition.

SPECIAL FACILITIES

Six types of facilities need special consideration: those used for medical education, those financed by student fees, dormitories for commuter institutions, stadiums and field houses, performing arts centers, and facilities for women's physical education.

Because recent State expenditures for health professions education facilities have been substantial, additional facilities should not be recommended without careful analysis.

Some universities have requested that the State assume responsibility for debt retirement of revenue bond projects, a debt of about $150 million. Such an expenditure would be high and likely to jeopardize appropriations for other necessary capital improvements in postsecondary education.

Student fees and income from student fees are used for a variety of capital improvements. As the direct source of such funds, students should be able to express approval or disapproval regarding major capital projects.

Some commuter colleges and universities have considered construction of dormitories. Some have suggested foundations as a means of funding such facilities. Regardless of the method of funding, the Board of Higher Education's enabling act requires review and approval of these buildings. Such facilities are inappropriate for commuter institutions.

Interest in the construction of outdoor athletic and recreational facilities, field houses, and spectator seating at community colleges is increasing. These facilities represent a low priority for the State.

Both public universities and community colleges are interested in constructing performing arts facilities. The need for such facilities should be carefully analyzed and the cooperative use of such facilities should be explored.

An analysis of physical education buildings at public universities indicates that adequate space can be made available for women's physical education. The data suggest that equality of opportunity is affected by scheduling and the programs offered as well as by the existence of facilities.

CAPITAL RESOURCE REQUIREMENTS

Public institutions have specified the need for approximately $506 million for capital construction during the four years beyond fiscal year 1976, with public universities identifying need for approximately $386 million and community colleges $120 million in State funds. Within the university sector, nearly $216 million of the $386 million is requested for new buildings.

In view of the low utilization of existing facilities at public universities and public community colleges and the need for some form of remodeling of about 25 percent of university space, it appears that public institutions need to reconsider their planning priorities for capital resources. Furthermore, there does not appear to be a need for the total resource requirements identified by institutions for fiscal years 1977 through 1980. For this period, Board of Higher Education recommendations will stress remodeling in universities and construction in community colleges to accommodate existing enrollments.

CHAPTER 6

STUDENTS

A--Recommendations

FINANCIAL AID PROGRAMS

32. Financial need should be the determining factor in the distribution of State-appropriated funds for student aid to undergraduate students in all sectors of Illinois postsecondary education. To this end, non-needs based State scholarships should be eliminated. Any future increases in needs-based financial aid programs funded by the State should be administered by the Illinois State Scholarship Commission. The Illinois State Scholarship Commission should consider expanding elibigility of applicants for grants by decreasing the level of expected family contribution by income range.
33. The present Board policy limiting undergraduate institutional tuition waivers to two percent of an instutution's annual fall full-time-equivalent undergraduate enrollment should be implemented through budgetary measures by fiscal year 1977. This policy does not include waivers issued to University Civil Service employees and to graduate students. Tuition waivers may be awarded to eligible Civil Service employees of institutions according to the guidelines established by the University Civil Service Merit Board, and to graduate students according to guidelines established by governing boards.
34. The Illinois State Scholarship Commission should conduct a yearly survey of non-acceptors of monetary awards in an effort to evaluate the program and its success in the fulfillment of stated objectives. The Commission should also continue its periodic longitudinal study of award recipients as an aspect of program evaluation.
35. The maximum award of the Illinois State Scholarship Commission should increase as inflation forces increase in costs and tuitions. The increase of the maximum award to $1,500 for fiscal year 1976 meets these objectives. In future years, increases should occur to maintain the

maximum award at a level that approximates 65 percent of the weighted average tuition at private colleges and universities.

36. Student employment programs should be considered as an important source of funds for students in meeting college costs and their continuation should be encouraged. However, any expansion of student employment programs requiring additional State funding should be incorporated and justified in an institution's annual budget request.

37. The Illinois institutions of higher education, governing boards, and the Board of Higher Education should give high funding priority to the operation of student financial aid, counseling, and employment offices. These efforts should increase services to students in need of financial assistance, increase the utilization of federal and State student aid resources presently available, and honor the commitment to increase student access to higher education.

38. The Board of Higher Education should continue its efforts to develop a comprehensive data base that provides information relating to total student cost, tuition and fees, and financial aid programs in order to monitor:
    a. changes in federal and State financial aid policies and their potential or actual impact on enrollments and students' ability to meet college costs;
    b. changes in the unmet student cost between and within the public and private sectors of higher education;
    c. the impact of tuition increases on enrollments and resulting changes in the distribution of students by family income;
    d. alterations in the unduplicated headcount of financial aid recipients within and among the various sectors of higher education.

39. An Illinois Delinquent Account Purchasing Program should be established by State statute. The program would qualify as an eligible holder of Illinois Guaranteed Loans and would be funded in a manner similar to a direct State loan program. In order to minimize collection expenses for eligible lenders, this program would involve

the purchase from lenders, after required timely written notices to borrowers, of any loan in the early stages of delinquency. This program would qualify as an eligible lender in regard to holding student loans, would bill for and receive federal interest benefits and special allowances, and would file for default after diligent collection efforts have failed to cure a delinquency of over 120 days.

AFFIRMATIVE ACTION

40. Colleges and universities should increase efforts to recruit and retain more minorities and women in fields of study where they are underrepresented, especially at the graduate level. Special attention also should be given to increasing the enrollment of underrepresented minorities in educational opportunity programs.
41. There should be improved career counseling, academic advising and retention programs, especially for minority and women students. Special courses should be arranged to help women and minorities overcome prior educational deficiencies.
42. Postsecondary education institutions should assure that women and minority students receive an equitable share of graduate student employment and financial aids. Where possible, institutions should place funds only in those banks that have equitable lending policies for all students.

B--Comment

THE FOCUS OF EDUCATION

Education has enjoyed a privileged position within this nation and State as an essential ingredient in the successful working of both democratic institutions and a complex, industrial society. Postsecondary education has been viewed as the training ground for society's leaders and the source of innovations. The primary focus of the educational process is the student, and all the efforts in support of education are ultimately measured by their effect on the ability of students to learn. The objectives of the State of Illinois, in its financial support of postsecondary education institutions, is to ensure that all citizens who seek to learn do so within a context of high-quality programs, instruction, facilities, and services.

MEETING COLLEGE COSTS

Students who are motivated and qualified to avail themselves of postsecondary education opportunities must be able to bear the expenses of attending such institutions.

The total estimated costs for students attending public and private colleges and universities in Illinois during 1974-75 were $1.14 billion. If parents and students were required to assume all of this financial burden, access to postsecondary education would be limited for many individuals.

According to information provided in the Board of Higher Education Student Financial Aids Report, approximately $285.9 million, or 25.2 percent of total college costs during 1974-75, was provided from sources other than students or their families. Table II displays the sources of this student aid and its distribution by educational sector.

TABLE II
STUDENT FINANCIAL AID DATA

DISTRIBUTION OF ESTIMATED 1974-75 STUDENT FINANCIAL AID IN ILLINOIS COLLEGES AND UNIVERSITIES BY SECTOR
(DOLLARS IN THOUSANDS)

	SECTOR							
	PUBLIC SENIOR		COMMUNITY COLLEGES		PRIVATE		TOTAL	
SOURCE	DOLLARS	PERCENT	DOLLARS	PERCENT	DOLLARS	PERCENT	DOLLARS	PERCENT
FEDERAL	$29,016.9	38.5%	$12,837.0	17.0%	$33,482.1	44.4%	$75,336.0	100.0%
STATE*	70,116.0	63.1	8,016.5	7.2	32,929.7	29.6	111,062.0	100.0
INSTITUTION	13,612.7	21.3	3,721.7	5.8	46,542.9	72.9	63,877.3	100.0
OTHER**	17,665.4	49.6	2,547.7	7.1	15,439.7	43.3	35,640.8	100.0
TOTAL	$130,411.7	45.6%	$27,132.9	9.5%	$128,389.4	44.9%	$285,934.0	100.0%

* Includes all state-appropriated funds at public universities including some (such as NDSL matching funds) which are listed under "Institutional Programs" on other tables in this section. "Institutional Funds" shown on this table reflect only non-appropriated funds, not supplied from state tax revenues which go to financial aid.

** Includes funds loaned through the Illinois Guaranteed Loan Program.

SOURCE: BHE 1974-75 Student Financial Aid Study

Illinois has an enviable student aid program designed: (1) to equalize educational opportunity by lowering financial barriers, and (2) to preserve diversity in postsecondary education by permitting students freedom of choice among institutions. The Board will continue to support student aid programs based on financial need because these programs are the best means of equalizing educational opportunity at the undergraduate level.

Because a majority of the tuition waivers awarded undergraduate students at public institutions are not based on need, these awards should be limited to two percent of an institution's undergraduate FTE enrollment. Although tuition waivers are in some cases awarded on the basis of academic ability or talent, the primary commitment must be to students who could not attend an educational institution without financial assistance.

Since 1958, the Illinois State Scholarship Commission has distributed nearly 452,000 nonrepayable monetary awards to students for the payment of tuition and fees. The total value of these awards is over $309 million. Recent changes in the ISSC monetary award program have increased significantly the number of applicants and award winners. These changes include extension of awards to half-time and certain fifth-year students, increases in the maximum award to $1,500, liberalization of the needs analysis formula, and extension of the application deadline to October 1 of each year.

While aid to undergraduate students is based on financial need, aid to graduate students, largely through federal programs, is based mainly on academic ability. Distribution of financial aid is consistent with admission policies at the graduate level whereby admission is based primarily on a student's academic merit. Due to the special mission of graduate education, the federal government should continue to award fellowships and traineeships to students in programs designed to meet manpower needs. The State's support of graduate students is to be accomplished through a liberal tuition waiver policy.

State-supported student aid programs are complemented by federal programs which provide nonrepayable assistance to over 30,000 Illinois students during 1974-75. Over 36,000 other students took advantage of nearly $20 million in federal loans. These programs included nonrepayable assistance to students through the Basic Educational Opportunity Grant and the Supplemental Education Opportunity Grant Programs. Loan assistance is available to students through the federal National Direct Student Loan Program. The federal government also provides funds for campus employment through the College Work-Study Program.

Federal student assistance programs will be changed, perhaps significantly, as Congress renews the Higher Education Act before the end of June, 1976. The State should monitor these legislative developments and ensure that State-supported programs complement those adopted at the federal level.

A future objective in Illinois with regard to nonrepayable student assistance is to make more students aware of State and federal programs and to increase the operating efficiency of student financial aid, counseling, and employment offices.

INCREASING MONETARY AWARD MAXIMUM

The continued economic vitality of private colleges and universities is dependent upon their success in competing with public colleges and universities for students. Central to this competition are tuition charges and the cost differential between the two sectors. Tuition is a significant revenue source for private institutions and must increase as costs increase. Average student costs in the private sector are now approximately $3,900 a year, which is $1,400 higher than public universities and $1,700 higher than public community colleges. Financial aid available to students in the private sector from State, federal, and institutional sources reduces this price gap substantially. For example, two-thirds of the Illinois resident undergraduates attending private colleges and universities receive monetary awards from the Illinois State Scholarship Commission. The average unmet financial need of these students is within $200 of the unmet need of ISSC award winners attending public institutions. The ISSC monetary award should be kept at a level equal to approximately 65 percent of the weighted average tuition at private colleges and universities.

COLLECTING DELINQUENT LOANS

The Illinois State Scholarship Commission recently conducted a feasibility study on direct State lending. The study revealed several drawbacks to the State becoming a direct lender to students, including the loss of lender contact, the impersonal treatment of borrowers, the need for establishment of a significant State bureaucracy and possible delays in securing guarantor approval from the federal government during peak summer months. At the same time, the study indicated that access to loans was not as complete as desired, especially for high-risk borrowers in the Chicago area. The chief impediments are low lender yield on loans, and the high cost of delinquent account collection.

As a long-term solution to the major problem of the high cost to lenders of collecting delinquent accounts, the State should establish an Illinois Delinquent Account Purchasing

Program to purchase loans with funds generated through the sale of tax-exempt bonds. The program would receive federal interest subsidies on student loans. This interest income could be used to pay interest on the bonds and pay the administrative costs of the program. Student loans would be purchased that are not less than 45 days, nor more than 90 days delinquent. Such purchases should not exceed the dollar amount (or a percentage thereof) of the new loans made to first-time borrowers by the lender during the previous fiscal year.

The program would make student loans more attractive to commercial lenders by reducing costs associated with collecting delinquent loans. Lenders would have few if any reasons for discriminating against so-called high-risk borrowers.

The program could reduce current default losses through development of expertise in collections, through restrictions on the period during which defaulted loans will be purchased (45 to 90 days) and through requirements that defaulted loans cannot be purchased if there was no personal interview or if an educational institution participated in the completion or signing of a promissory note.

MINORITY, WOMEN ENROLLMENTS

The necessity to expand enrollments and increase the numbers of women and minorities with advanced degrees is related to achieving better representation of minorities and women in administrative and faculty positions within postsecondary education and comparable positions in other areas of employment within our society. Unless postsecondary education institutions initiate actions to increase the pool of qualified persons through their graduate programs, little progress can be made toward achievement of these goals.

A comparison of fall 1974 with fall 1973 enrollments indicates some increase in total numbers of women and minorities, and a fairly sizable increase for blacks and Latinos as a percentage of total enrollments in Illinois institutions. This fact demonstrates a commitment to affirmative action principles by many institutions. An analysis of current data indicates, however, that the more advanced the degree program, the lower the percentage of women and minorities enrolled on a full-time basis. The percentage of minorities and women enrolled in part-time graduate study equal or exceed their corresponding percentage of part-time undergraduate enrollments.

These trends suggest several needs. One is the need for administrators and faculty to continue encouraging undergraduate minorities and women of ability to pursue and complete graduate study. These trends may be an indication that family circumstances and financial need may be significant factors. Where the care of young children is needed, institutions should help campus and local groups organize day-care facilities. Universities also should take steps to assure that qualified women and minorities receive a fair proportion of fellowships, other gift aids, and graduate assistantships.

Enrollment data indicate almost no trend changes in fields of study that minorities and women elect as majors. Minorities and women continue to be underrepresented in fields that require mathematical expertise. Meanwhile, the field of education continues to be a frequent choice of minority males and their first choice at the doctoral level. The field of education continues to be the first choice at all levels of study for all women. The unchanging trend in choice of study fields indicates a need for academic advisors and career counselors to discard outmoded concepts and stereotypes, familiarize themselves and their advisees with current academic and career trends, and encourage all students on the basis of abilities and interest. Institutions should also be responsive to the needs of some students to make up prior educational deficiencies.

CHAPTER 7

INSTITUTIONS

A--Recommendations

PROGRAMMATIC DIRECTIONS

43. The program directions for public universities and public community colleges will serve as general guides to future programmatic developments and the allocation of financial resources.
44. Public universities and private colleges and universities should continue to facilitate the transfer of students from community colleges.
45. All colleges and universities should explore fully the possibilities of the development of cooperative programs with other public and private institutions.
46. More complete integration of postsecondary education should be accomplished through the greater involvement of the private sector in statewide program planning and coordination.
47. More formal mechanisms for communicating the program plans and resources of private institutions to the Board of Higher Education should be developed. This should be done to assure that new programs in the public and private sector do not unnecessarily duplicate other programs in either sector and that existing programs effectively use the public resources supplied to them.
48. As a general rule, the Board of Higher Education will not approve additional programs in architecture, agriculture, teacher education, engineering, and foreign languages. Whenever approval is given in these areas, the programs should relate to existing undergraduate or graduate programs.
49. As a general rule, the Board of Higher Education will not approve additional doctoral and sixth-year programs, but in any event such programs will be approved only at institutions which have existing doctoral or sixth-year programs.

AFFIRMATIVE ACTION

50. Every college, university, governing board, and coordinating board should assign priority to affirmative action as an institutional objective. Accordingly, the chief administrative officer should actively and positively promote affirmative action in all practices and policies regarding employment, enrollment, and the allocation of resources.

51. Every institution, agency and board should assume the initiative for public accountability regarding its own affirmative action commitments and:
    a. develop a written affirmative action plan;
    b. complete EEO-6 federal compliance reports of employee data for submission to the federal government and to the Board of Higher Education;
    c. issue an annual report on progress made in implementation of affirmative action plans and goals.

52. Each institution, agency, and board should, if they have not already done so, develop an internal system of equitable grievance procedures for all employees, including a widely circulated policy and procedural statement.

53. Each institution, agency, and board should develop a written policy, if one does not already exist, that states explicit salary and promotion criteria and a written policy that sets forth procedures to be followed in search, recruitment, and hiring practices.

54. To eliminate salary and promotion inequities, every institution, agency, and board should, if they have not already done so, initiate biennial salary, rank and title analyses studies and biennial salary and promotion equalization programs for all classifications of employees.

55. In instances where it is not a current policy all colleges and universities should provide on-campus advertising of all employment opportunities (faculty, administrative, non-academic) in campus print media, and, correspondingly, see that complete descriptions of those positions are available for reference in specified offices.

56. The Board of Higher Education will assume leadership in the assignment of a task force to review

all aspects of the University Civil Service System and their effect on affirmative action. In the interim, the University Civil Service System should establish rules and procedures to eliminate stereotyping by race or sex in interviewing and employment assignments and eliminate all sex-identifiers in job titles.

B--Comment

PUBLIC UNIVERSITIES

The taxpayers of Illinois have been generous in their financial support of public and private postsecondary education institutions, but the citizens of the State perceive a special relationship with public universities. Unlike other postsecondary education sectors, public universities are supported and maintained mainly with State-appropriated funds. Public universities, while they may have a primary regional orientation, also have a responsibility to serve citizens from throughout the State. Within the public sector, universities offer the broadest range of educational programs and services. They are centers of teaching, research, and public service. The citizens of the State look to public universities as a primary source of leaders, new ideas and innovations, and solutions to pressing social issues. The graduates of public universities have distinguished themselves in all fields of endeavor and clearly justify the continued support of such institutions by the citizens of Illinois. As employers and purchasers of goods and services, public universities are a significant positive force in the economy of Illinois.

With few exceptions, each public university in Illinois has reached a level of program diversity which is appropriate in view of institutional resources and the needs of the State. Although significant program additions are not foreseen, there obviously will be new program thrusts to meet the constantly changing educational needs of the citizens of the State. As has always been the case, the perception of these needs and the suggestions for responding to them will come in the majority of instances from the faculty and administrators of institutions. Such growth, however, should be coordinated. Illinois has nurtured a differentiated and complementary public university system. It is a proper role for the Board of Higher Education to provide broad guidelines which delineate the respective responsibilities of each public university campus. Universities must make every effort to ensure that new programs are designed to facilitate the transfer of community college students. Cooperative relationships should continue to be explored, and unnecessary duplication of programs must be avoided. Because of the high costs of doctoral and sixth-year programs and the complexity of necessary support services, the development of these programs should take place only at universities with existing doctoral and sixth-year programs.

It is not possible in a Master Plan to list or review the scope of activities by public universities as they have evolved and been guided by previous planning efforts and policy developments. These institutions offer a tremendous range of programs and services, both on and off campus, which address a myriad of social and personal needs. Many public universities are engaged in research sponsored by State and federal governments and private organizations that is critical to the ability of the State and nation to respond to problems and needs. The State's financial support of public universities includes support of departmental research, which is essential to the ability of the faculty to maintain and improve their subject-related skills.

A Master Plan can and should, within the context of these acknowledged activities, suggest some specific short-term program expansions and limitations which continue an integrated public university system. To this end, the following program directions for public universities are recommended.

BOARD OF GOVERNORS

This system consists of five public universities with a wide range of undergraduate and master's level instruction. Three of these institutions are located in the Chicago area, one in Macomb and the other in Charleston.

CHICAGO STATE UNIVERSITY

Chicago State University offers programs leading to bachelor's and master's degrees. At the undergraduate level, the institution should continue to diversify and expand its program offerings. Such diversification and expansion shall include the offering of limited instructional activities through extended day and weekend classes. The institution is encouraged to develop undergraduate programs that address urban needs, particularly in the social services. Chicago State University should develop graduate programs which build upon approved undergraduate programs and where feasible should develop graduate programs in cooperation with area institutions.

EASTERN ILLINOIS UNIVERSITY

Eastern Illinois University offers programs leading to bachelor's, master's, and specialist's degrees. The University should continue to improve and to expand its current programs and to develop selected new programs to meet the needs of students and society. Special encouragement should be given to new baccalaureate programs in vocational and occupational areas. Additional off-campus and public service efforts are to be directed toward programs which meet the needs and demand of Eastern's geographic region.

GOVERNORS STATE UNIVERSITY

Governors State University is an experimenting commuter institution which offers upper-division and graduate instruction leading to the bachelor's degree and master's degree in selected liberal arts and sciences, professional, career-oriented and interdisciplinary programs rooted in societal needs. Serving the educational needs of the metropolitan region and especially concerned with low- and middle-income and minority students, Governors State University has developed and should study and refine innovative alternative approaches to instruction, should continue to emphasize experiential education and community service, and should explore other unique and cooperative systems using the region as a laboratory.

NORTHEASTERN ILLINOIS UNIVERSITY

Northeastern Illinois University offers bachelor's and master's degree programs. The University is encouraged to pursue the development of strong links with the community and to build educational programs upon these resources. Furthermore, the University should develop undergraduate outreach programs for adults who wish to continue their studies on a part-time basis, or at off-campus locations. Northeastern is encouraged to continue modification of its existing programs in an effort to meet the special educational needs of its constituent groups. Selected graduate programs which build upon undergraduate programs should be developed and where feasible should be developed in cooperation with other area institutions.

WESTERN ILLINOIS UNIVERSITY

Western Illinois University offers a wide range of programs through the master's degree level with a limited number of sixth-year programs. The University should continue to emphasize programs which serve both undergraduate and graduate students. New programs should be developed as a part of the maturation of components within existing programs. Western Illinois University should plan on expanding its offerings only into those new technical or professional fields for which clear justification can be shown in terms of appropriate review criteria. At the graduate level, Western Illinois University should offer degree programs that are based upon the institution's undergraduate program, and in those areas where unmet needs of the State exist, where existing faculty and facilities are sufficient to justify the program, and where other criteria cited above have been met.

BOARD OF REGENTS

The three public universities comprising this system are located in DeKalb, Normal, and Springfield, and all offer a wide range of undergraduate and graduate instruction.

ILLINOIS STATE UNIVERSITY

Illinois State University should continue its major thrusts as an undergraduate and master's degree institution with selected doctoral programs and with strong emphasis on the discovery and transmission of knowledge. The University should continue to distinguish itself as a State and national leader in the art, science and content of education at all levels. In keeping with this mission, the University should maintain its existing strong liberal arts and professional programs in its attempt to develop a national reputation as a center of excellence in public postsecondary education. At the master's degree level, Illinois State University may develop a limited number of new programs based upon its undergraduate offerings.

NORTHERN ILLINOIS UNIVERSITY

As the senior institution in that region of the State which extends from Chicago and its suburbs to Rock Island, Northern Illinois University is uniquely responsible for providing high quality undergraduate, graduate, professional, public service, and research programs. The University offers a wide range of bachelor's and master's degree programs, and a selected number of doctoral degrees in liberal arts, science, and education. Programs in the technologies and professional areas should only arise from demonstrated demand within its region, should normally emerge from those presently offered and, whenever appropriate, should be coordinated with programs and utilize technical facilities available at area community colleges. Northern should continue its off-campus efforts and should make use of the educational facilities available within the region. Off-campus programs should be directed at practicing professionals and conferred degree recipients seeking in-service training.

SANGAMON STATE UNIVERSITY

Sangamon State University offers upper-division and graduate instruction leading to bachelor's and master's degrees in selected disciplines and has a special mission in public affairs. Sangamon State should also provide educational opportunities, applied research, and public service for State and local governments and the Springfield area. As an upper level, capstone institution, Sangamon State has a special obligation to develop closely articulated programs with community colleges, and should continue its commitment to transfer programs. New programs in the health professions should be developed in association with the Southern Illinois University School of Medicine.

SOUTHERN ILLINOIS UNIVERSITY

The main campuses of the university are located in Carbondale and Edwardsville. The School of Medicine is located in Springfield, and the School of Dental Medicine in Alton. The system offers undergraduate, graduate and professional programs.

SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE

Southern Illinois University at Carbondale offers a balanced series of programs in instruction leading to degrees at the baccalaureate, master's, doctoral, and professional levels. A limited number of associate degree programs are also included in its programmatic offerings. Quality academic programs at all degree levels require that the faculty of Southern Illinois University at Carbondale continue to pursue rigorously research and other creative endeavors. Public service programs should be maintained and expanded in those areas where faculty and staff expertise can be beneficial in addressing regional problems. Southern Illinois University at Carbondale should continue to extend its off-campus offerings to meet the needs of adults seeking upper division undergraduate and graduate education and to provide continuing and graduate education to practicing professionals.

The Southern Illinois University School of Medicine should provide educational programs which will increase medical manpower and improve the health care capabilities of central and southern Illinois. The School of Medicine should not plan to develop any academic degree programs, other than those based on the advanced study of medical treatment. The School of Medicine should continue to develop a close relationship with other appropriate academic programs offered by Southern Illinois University at Carbondale. New programs in the health professions should be developed in association with the Sangamon State University.

SOUTHERN ILLINOIS UNIVERSITY AT EDWARDSVILLE

Southern Illinois University at Edwardsville should develop programs in instruction, research, and public service that are consonant with its being the major educational institution in urban-industrial Metro-East Illinois, the second most populous region in the State. Program development should be based on a sensitivity to regional needs and on the prudent use of available resources. The University should be committed to an improvement of the quality of life in the Metro-East region through programs directly related to societal needs, such as health care, social services, environmental protection and continuing education.

The School of Dental Medicine had a responsibility to increase the number of dentists who will practice in the southern and central regions of Illinois. The School should not develop additional academic degree programs at this time.

UNIVERSITY OF ILLINOIS

The University of Illinois is organized as a single university with three major campuses (Chicago Circle, Medical Center in Chicago, and Urbana-Champaign) with health professions education programs administered through the Medical Center campus and located in Peoria, Rockford, Urbana-Champaign and a group of hospitals in Metropolitan Chicago, and with offices and facilities located throughout Illinois under the auspices of the Cooperative Extension Service, the Agricultural Experiment Station, and University Field Services. As both the Land Grant University of the State of Illinois and the principal public university for graduate and professional education in Illinois, the University of Illinois offers extensive programs of teaching, research, and public service.

Within the general program directions of the University of Illinois, the following matters relate most specifically to the individual major campuses of the University.

CHICAGO CIRCLE

Chicago Circle offers a broad range of programs through the doctoral level, with major strengths in master's level programs. Chicago Circle should extend its operational hours to include limited evening and weekend program and course offerings. With some exceptions, the major effort for this campus of the University of Illinois for the next five years should be the consolidation and strengthening of its current programs. Special attention should be given to ways in which programs at Chicago Circle can be developed to enhance the special mission of the University of Illinois rather than to duplicate existing programs in other institutions. Because of its location in Chicago, this campus should capitalize upon special opportunities to serve this metropolitan region and upon special opportunities to utilize the resources of the metropolitan area in programs of teaching, research, and public service.

MEDICAL CENTER

The Medical Center is a health science campus whose programs have been regionalized in Peoria, Rockford, Urbana/Champaign, and at the main campus. The Medical Center should continue to strengthen its regional programs and evaluate its efforts in meeting the health needs of its regions. The Medical Center has the responsibility, through its operation of the university hospital, to provide quality health care to the community surrounding its campus. The Graduate College should attempt to combine several existing Ph.D. programs into a smaller number of stronger programs. The faculty and research base at the Medical Center should be broadened by initiating a closer relationship with the other major campuses of the University of Illinois. If additional doctoral-level basic science programs are to be developed at the Medical Center, they should be joint programs in cooperation with the other major campuses of the University of Illinois.

URBANA/CHAMPAIGN

This campus offers a broad variety of programs at all degree levels. It should continue and expand the opportunities it provides for faculty members and students from other campuses of the University and from other institutions to use the research and other resources available here. This campus should not increase its overall enrollment and should continue to increase the number of junior-year transfers to the campus within a stable or declining undergraduate enrollment figure. As is true for the other campuses of the University of Illinois, Urbana-Champaign should ensure that its programs supplement or extend programs offered in other institutions so that these programs, particularly at the undergraduate level, are not unnecessary duplications of programs offered by other institutions in Illinois.

PUBLIC COMMUNITY COLLEGES

The emphasis of the public community college, with regard to structured educational programs, is on courses of study which are two years or less in duration and which lead to associate degrees or certificates. In fulfilling its role vis-a-vis the community, each college is governed by a locally-selected board of trustees who help determine local educational needs in concert with other community groups and organizations. Within this context, each community college is unique with regard to its efforts to provide educational services in response to local needs.

From a broad perspective, however, it is assumed that the programs and services of all community colleges will be similar. To that end, there is provided by law statewide program and budgetary coordination by the Illinois Community College Board and the Illinois Board of Higher Education. Inasmuch as community colleges are recipients of state-appropriated tax dollars, they must relate their aspirations to overall statewide policies and priorities.

As a result of statutory charges, and the developed policies and practices of local governing and State coordinating boards, several distinct missions are identifiable for all community colleges that together define their purposes. The circumstances and requirements of each community college district may require more emphasis on certain missions than others.

These missions, and their respective scopes further delineating the role of the community colleges, are as follows:

a. Mission: Provide the first two years of baccalaureate education programs. Scope: Such programs shall include courses in liberal arts, sciences, and preprofessional fields designed to prepare students for transfer to four-year colleges and universities and to meet individual educational goals. These lower-division courses or programs shall be designed to articulate with public senior institutions. Wherever possible, the baccalaureate program shall articulate with the private senior institutions of the State.

b. Mission: Provide career education programs. Scope: These programs shall be in occupational, vocational, technical, and semi-technical fields designed to provide job training, retraining, and upgrading of skills to meet individual, local, and State manpower needs. These programs shall lead to the awarding of an associate degree or certificate. The programs containing work experiences shall be based upon concurrent or previously related instruction. Efforts should be made to articulate programs with a specific area of employment. Programs leading to licensure must be articulated with the appropriate agency or organization.

c. Mission: Provide general studies programs. Scope: These programs shall include preparatory or developmental instruction, adult basic education, and general education designed to meet individual educational goals.

d. Mission: Provide community education programs. Scope: These programs shall include non-credit adult continuing education classes which may be avocational, vocational, or of general interest to the constituency, usually within a modified course structure.

e. Mission: Provide public service activities of an educational nature. Scope: Public service includes activities which are frequently outside the normal course structure of the college. These activities may include workshops, seminars, forums, cultural enrichment, community surveys, facility usage, and studies designed to meet community service needs. Caution should be exerted to avoid duplicating or assuming responsibility that falls within the scope of other institutions, agencies, or organizations. The primary thrust of the public service activity should be toward the adult population. Coordinated activity with other organizations is encouraged.

f. Mission: Provide student support services. Scope: These services and programs are designed to meet student needs including but not limited to general institutional and learning resource services, admissions, counseling, testing, tutoring, placement, and special assistance for disadvantaged students.

PRIVATE COLLEGES AND UNIVERSITIES

Any effort to distinguish sharply between public and independent institutions of postsecondary education founders on their similarities. Both sectors provide educational services to the public, both sectors are subsidized by government, both sectors exercise academic freedom and substantial autonomy, and both sectors are held accountable by lay governing boards and to certain laws established by elected governmental officials. Although certain modes of education occur predominately in one sector or the other, both sectors contain liberal arts colleges, vocational schools, large universities, and research centers of the highest caliber. The only difference which occurs uniformly is that the authority for governing independent institutions is vested in nonpublic boards while public institutions are governed by elected boards or boards appointed by elected officials.

Despite these similarities, neither public institutions nor private institutions are capable of providing the full range of services provided by both sectors together. Together both sectors provide educational opportunities to the public more diverse and more comprehensive than either sector could provide alone.

A long list of the particular contributions of Illinois independent colleges and universities could be easily compiled. It is sufficient to mention that the alumni of private institutions have distinguished themselves in government, business, and the professions, that private institutions enroll over 100,000 full-time-equivalent students and award approximately 27,000 degrees annually, that private institutions contribute significantly to cultural and civic affairs in many Illinois communities, and that the hundreds of millions of dollars spent for private postsecondary education contribute significantly to the economic life of the State.

In 1974, private institutions awarded one-third of the bachelor's degrees, two-fifths of the master's degrees, one-half of the doctoral degrees, and three-fourths of the professional degrees awarded in Illinois. Clearly it is in the best educational and economic interests of the people of Illinois to preserve the vitality of private as well as public institutions of postsecondary education.

The financing recommendations of this Master Plan will help preserve that vitality. A review of the current situation indicates that these programs have succeeded in improving the financial condition of the private sector. In future years these programs should be continued and increased to offset cost inflation and preserve the financial strength of private colleges and universities.

However, financial assistance alone cannot assure the continued viability of the private sector. New program developments in both sectors must be carefully coordinated in order to avoid unnecessary duplication of services. This will require more formal mechanisms for providing the Board of Higher Education with information concerning academic program resources in the private sector.

PROPRIETARY SCHOOLS AND COLLEGES

Proprietary institutions constitute a significant element of the postsecondary education community in Illinois. The majority of proprietary school students are enrolled in home study courses, with the remainder in business and vocational schools, cosmetology, barbering, mortuary science, driver education and pilot training. These schools are regulated by several State agencies, including the Board of Education, the Department of Registration and Education, the Department of Transportation, and the Office of the Secretary of State. The Federal Aviation Administration also has regulatory powers over some schools.

Full information concerning the resources of this sector is necessary for program planning for public and other not-for-profit institutions. For example, in certain specific areas cooperative programs between proprietary schools and community colleges could provide valuable services more efficiently than they can be provided by a community college alone.

Another potential area of public involvement in proprietary institutions--financial assistance for students in this sector--requires further study. Any program of State support for students in this sector should be established only after sufficient information is available to ascertain the probable costs and the desirability of State involvement. Such a study should consider the impact of State assistance upon competition and pricing in this sector, regulations necessary to prevent abuses, and the extent to which proprietary institution programs should be coordinated with programs in the other sectors in order to achieve the most effective use of educational resources.

FACULTY AND STAFF

The value of postsecondary education's contribution to students and society at large is related directly to the skills and efforts of faculty and staff. The men and women who teach, perform research, provide public services, and support these direct service activities constitute one of the valuable public resources of the State of Illinois. Ultimately all of the activities of postsecondary education in Illinois must be evaluated in terms of their effectiveness in facilitating and improving educational services. Conserving and cultivating these human resources must continue to be a high priority for Illinois postsecondary education.

The ability of Illinois postsecondary education institutions to attract and retain competent faculty and staff will be affected in part by the adequacy of financial support. Illinois institutions have received, and should continue to receive, the resources needed to offer competitive salaries and benefits as well as opportunities for faculty growth and development through sabbatical leaves and research support. Cooperative efforts at the institutional, system, and State levels will be necessary to ensure that financial stringency does not erode this important prerequisite of quality.

As enrollments stabilize, the careful management of faculty and staff resources will become even more critical at the institutional level. Most new programs will be staffed by existing or replacement faculty rather than by newly funded positions. Moreover, even within existing programs, institutions will need to continue to provide opportunities for faculty and staff to improve their skills and, in some cases, to develop new skills to meet changing demands. The anticipated need to reallocate educational resources will require each institution to continue to monitor carefully its long-term commitments to individuals and to explore various means of increasing the flexibility of staff resources.

The fullest utilization of human resources in postsecondary education cannot be obtained if the talents and perspective of any social group are excluded or underrepresented. For this reason, affirmative action is not only a moral imperative, it is a necessary means toward the goal of improving quality in postsecondary education.

The key to achievement of equal opportunities at all levels of employment in Illinois postsecondary education is a positive attitude toward affirmative action, such as is evident at many Illinois colleges and universities. Significant progress can be made when the chief administrative officer of each institution, board, and agency provides visible and conscientious leadership. With their leadership and commitment, colleges and universities can improve public accountability, can correct formal and informal practices that act as barriers, and can focus on internal, existing opportunities to increase employment pools of qualified minorities and women. These efforts might include information and training seminars for administrators and supervisors, the development of institutional incentives to encourage affirmative action, wide dissemination among employees and graduating students of on-campus employment opportunities, increasing and better utilizing the at-hand pool of qualified women and minorities, and the allocation of funds to provide the necessary support for the implementation of effective affirmative action programs.

In addition to development of an affirmative action plan and public reporting of progress, other specific measures that all institutions can take include: elimination of salary inequities, promotion of individuals strictly on the basis of qualification and merit, provision of a clear set of equitable grievance procedures, and use of existing pools of graduating minorities and women for employment.

The affirmative action issues regarding employment through the University Civil Service System of Illinois are sufficiently complex to warrant a major study. Aside from specific University Civil Service System rules and procedures that require review, one underlying problem is the line of responsibility and authority existing between the System's central office and individual institutions. In some areas related to affirmative action, neither party seems to have the responsibility nor the authority necessary to be held accountable for affirmative action.

CHAPTER 8

PROGRAMS

A--Recommendations

REVIEW PROCESS

57. In the review of new program requests by public universities at the baccalaureate and master's degree level, the review criteria used by the Board of Higher Education will include:
    a. a determination that the program relates to the institution's program responsibilities;
    b. a demonstrated need for the program including, but not limited to, student demand, manpower need, and possible contributions to the solution of societal problems;
    c. an assessment of the total operating and capital costs of the proposed program and the feasibility and availability of financial support;
    d. an assessment of whether the program unnecessarily duplicates existing programs, and whether all avenues of cooperative approaches have been explored with other public and private institutions;
    e. an assessment of the impact of the proposed program upon existing programs within the institution;
    f. a determination that the program, if approved, will be regularly evaluated.
58. The criteria used in the review of new program requests by public community colleges will parallel those established for public universities, with the following additional considerations:
    a. the local or regional manpower demands for proposed programs, especially occupational programs, should be given added emphasis;
    b. program proposals should be in conformity with locally approved campus mission and scope statements, although the Board of Higher Education must consider statewide priorities and needs in its review process.

59. Through a joint staff effort of the Illinois Board of Higher Education and the Illinois Community College Board, working with representatives of the community college system, a process will be established to develop guidelines concerning adequate numbers and appropriate placement of community college programs within the State to enhance program accessibility and efficiency. Consideration will be given to the establishment of program categories that will include programs located in each district, regional programs, area programs, and ones that focus on a statewide plan.

60. The Illinois Community College Act, in its description of a comprehensive community college program, has defined in part the mission of community colleges. The scope of programmatic offerings is a determination to be made ultimately by the Board of Higher Education, utilizing criteria for the review of new program proposals.

61. Public colleges and universities should more closely correlate their programmatic expansion efforts with their academic and technical plans as indicated in their annual Resource Allocation and Management Program submissions to the Board of Higher Education.

62. In the approval of new programs at public colleges and universities, the Board of Higher Education will give special consideration to those programs which can be supported through internal reallocation of funds.

63. The Board of Higher Education, with the cooperation of the public colleges and universities, will periodically update existing inventories of all programs offered for degree credit, or which receive State funding. This inventory will be extended to private postsecondary education institutions as soon as possible, and eventually become an integral part of the Board's computerized management information system.

64. Public community colleges and universities should continue their review and evaluation of existing units of instruction, research, and public service. The Board of Higher Education, whenever possible, should utilize information provided by systems and institutions and will complement, rather than duplicate, existing evaluation efforts by institutions. Indicators that a program should be reviewed would include, but not be

limited to, enrollment decreases and increasing costs as indicated through the Board's annual Unit Cost Study and other special studies. For public universities, this should be a three-tiered review process involving selected representatives from institutions, governing boards, and the Board of Higher Education. For public community colleges, the review will be conducted by the representatives of the local districts, the Illinois Community College Board, and the Board of Higher Education. Outside consultants may be employed. The review should result in recommendations from the Board of Higher Education to the appropriate governing board that a program be continued, modified, eliminated, or expanded.

65. All university programs are approved by the Board of Higher Education to be offered at a specific location. All community college programs are approved by the Board of Higher Education to be offered at a particular campus within a district. If such programs are transferred or duplicated at another location, or out-of-district in the case of community colleges, they are to be considered new units of instruction requiring approval by the Board of Higher Education.

66. The Board of Higher Education will establish a process for reviewing all instances in which two or more postsecondary education institutions, public or private, are offering competing degree programs or courses in the same area. This process should result in recommendations to the institutions for eliminating unnecessary competition and duplication.

PUBLIC SERVICE

67. Institutions should more closely articulate their various public service activities, programs, courses, and services with those of other institutions and agencies which may be affected by such efforts.

68. Public service efforts should continue to be primarily of an educational nature and closely related to the level of institutional academic offerings. Public service activities should be consistent with the program directions of the

institution and should develop from institutional capabilities and priorities.

69. Cooperative public service efforts are to be encouraged within and among institutions in the public and private sectors. Postsecondary education institutions are encouraged to seek cooperative public service arrangements with public and private service agencies and organizations.

70. Institutions should not ordinarily duplicate professional continuing education courses or programs traditionally offered under the purview of professional organizations or associations, but should develop continuing professional education activities that complement those offered by professional associations, and should co-sponsor such activities when this would strengthen the activities. Public institutions should usually conduct such efforts on a cost-recovery basis.

71. To as great an extent as possible, public institutions should utilize user fees to pay for the costs of public service programs and activities. Such pricing policies should be commensurate with the recipients' ability to pay.

72. The Board of Higher Education will establish in cooperation with educational institutions a public service information system in conjunction with the Board's present data collection mechanisms. This will provide a means for improving the coordination of higher education programs, for assessing the level of resource requirements, and for maintaining a current inventory of existing public service programs and activities. The information system could also be utilized in assessing needs, evaluating planning, developing policies, and in providing information to member institutions.

EDUCATIONAL TELEVISION

73. The Board of Higher Education will recommend a coordinating mechanism for the development of a system of educational and instructional television to serve all of the citizens of the State.

74. The Board of Higher Education will work in cooperation with the Board of Education in the development of a coordinating mechanism for a statewide system of educational and instructional television.

75. The Board of Higher Education will immediately recommend to the Governor and General Assembly initial program and construction priorities for the further development of educational and instructional television.

SPECIAL CONCERNS

76. The University of Illinois should have the major responsibility for conducting research associated with environmental and energy problems, and should utilize its existing research capabilities and resources.
77. Southern Illinois University at Carbondale has the major responsibility within the State for research and educational activities associated with the extraction and utilization of coal.
78. Southern Illinois University at Edwardsville should structure its existing environmental programs under a single unit and focus efforts on addressing the energy-related problems of the Metro-East urban area.
79. The University of Illinois Chicago Circle campus and other Chicago area public and private institutions should explore cooperative research efforts with industry concerning solutions to the environmental problems created by urban transportation and industrial energy use.
80. Recommendations will be developed by the Board of Higher Education outlining a cohesive programmatic plan for the Center for Legal Studies to be contained within the Courts Complex to be built in Springfield. This programmatic plan will include a third-year law school clinical option and paralegal programs.
81. There should be a third-year law school clinical option at the University of Illinois Chicago Circle campus.
82. There should be increases in the enrollment capacity of public law schools located at the University of Illinois and Southern Illinois University at Carbondale.
83. Based upon an analysis of the current supply of lawyers versus employment opportunities and projected enrollments, the Board of Higher Education will not recommend the establishment of any new public law schools in Illinois.

84. A general oversupply of elementary and secondary school teachers exists at the present time, and all teacher education programs should be evaluated from this perspective. Public colleges and universities should not plan to increase current levels of total enrollments in teacher education programs.

85. The Board of Higher Education will provide encouragement and means for developing qualified teachers in areas of teacher shortage, such as occupational education, special education, bilingual education, and health education.

86. The Joint Education Committee of the Board of Higher Education and the Board of Education should continue to explore issues involving teacher education, including:
    a. certification;
    b. monitoring supply and demand;
    c. elimination of unnecessary programs;
    d. evaluation of existing curricula;
    e. improving in-service programs and making them more accessible;
    f. graduate study in professional education.

B--Comment

LIMITS ON PROGRAM GROWTH

New programs approved by the Board of Higher Education for public colleges and universities will usually require additional financial resources, as well as additional space in some instances, unless these programs are supported through internal reallocation. Public institutions have been applying reallocation factors for several years as an aspect of increased productivity and accountability for the expenditure of tax dollars. Revenue deficits projected for the future indicate that reallocation must be an ongoing process if new support is to be available for new programs. This situation indicates a need for increased rigor in the examination of new program requests by governing and coordinating boards and the Board of Higher Education. The explicit criteria to be used in the review of new program requests will aid the Board of Higher Education in determining the need for programs.

The need to reallocate programmatic resources provides an opportunity for educational renewal as institutions review and evaluate existing programs. A variety of factors may lead to a decreased demand for a program, with a concomitant increase in costs. While these developments alone are not sufficient reason to terminate a program, they are two indicators that the program needs to be evaluated. Such evaluation can lead to the modification or elimination of a program, thereby freeing resources to support new efforts.

Such a review of existing programs requires that the Board of Higher Education maintain an updated inventory of programs and make explicit the process and procedures. Both objectives can be accomplished only in cooperation with systems and institutions.

The review and evaluation of existing programs will not always lead to recommendations for modification or elimination. The process provides an excellent opportunity for qualitative improvements of programs. Such improvements might include: decisions to expand access to the program or to increase resources through interinstitutional cooperation, the development of new instructional techniques or methods of measuring student learning, more individualized instruction, the acquisition of new library materials, and, recommendations for specific kinds of academic counseling needed by students.

The Master Plan for Illinois postsecondary education has always emphasized a differentiated system within which institutions, while preserving a similarity of programs, have special directions with regard to the scope of their programmatic offerings. Within this context, the Board of Higher Education does not approve new programs designed solely to increase the "comprehensiveness" of institutions. With regard to community colleges, all have achieved the measures of program comprehensiveness established by law.

Differences in the needs and resources of individual college districts will naturally lead some community college campuses to develop more programs than others. The need to conserve resources may require that only a few colleges offer certain specialized programs with limited need and enrollment potential. These factors do not diminish the comprehensive nature of a community college so long as a mix of various program types is offered. These considerations merely help assure that the public funds which support community college programs provide the greatest possible benefit for the people of the State.

COMPETITION FOR STUDENTS

The most likely series of degree credit enrollment projections by the Board of Higher Education indicates approximately 129,000 more headcount students and 68,000 more full-time-equivalent students by 1981 than were enrolled in the fall of 1974 at Illinois public colleges and universities.

However, only about 40 percent of peak headcount and 55 percent of FTE enrollments are expected to be in the program areas of baccalaureate and occupational studies. Given the many public and private colleges and universities in Illinois, this could create increased competition among institutions in these program areas.

Similarly, the majority of the peak headcount enrollment increase will be in the general studies areas. Most of the students in this area attend community colleges, but stabilized enrollments in other sectors could generate increased competition in this area.

In part, this competition will result from efforts of public and private institutions to further increase off-campus offerings. This development has already generated conflicts both within and among the various postsecondary education sectors. The result is an unnecessary duplication of programs. The Board of Higher Education must attempt to prevent such conflicts in the consideration of new programs, and should establish a procedure for adjudicating existing controversies. The most effective means of eliminating new controversies will be a requirement that all programs are approved for a specific campus and cannot be duplicated elsewhere as a reasonable and moderate extension. The Board will not require prior approval for courses offered off-campus.

COMMUNITY-ORIENTED PROGRAMS

The public service activities of public colleges and universities, which must be approved and periodically evaluated by the Board of Higher Education, include community education and community service.

Community education includes all instructional activities falling into either the nondegree credit or noncredit categories. This would include such activities as conferences, institutes, short courses, workshops, seminars, refresher courses, personal development courses, service courses, and other instructional activities that are not applicable toward meeting a degree requirement. The Board of Higher Education should be aware of the federal government's financial and program efforts in community education and their effect on State efforts.

Community service includes all direct services and assistance that are performed by institutions that are not of an instructional or original research nature. Examples include such activities as volunteer services, lectures, cultural programs, newsletters, coordination of a variety of community organizations and their services, organized consultant services, crisis intervention, career information, organized community planning activities and services, and other related services.

Public service support includes all administrative support units which have primary responsibility for the delivery of community education and community service activities. Public service support is inclusive of the activities performed by such administrative units as conference bureaus, continuing education offices, volunteer agencies, and offices charged with coordinating community education and community service activities.

These public service recommendations are designed to further cooperation between the Board of Higher Education and institutions in the evaluation of existing programs and activities and in planning for future needs. The planning of public service activities, extending as they do beyond the campus to serve citizens who may not be able to take advantage of the regular instructional process, requires the involvement of external as well as internal groups. This is necessary to ensure that there will not be unnecessary duplication of efforts, and that all cooperative approaches have been explored. It is also necessary that institutions identify and coordinate their public service efforts through a single administrative unit.

Public service activities should be directed, in part, to the educational needs of citizens who traditionally have not been served by postsecondary education. This requires that programs and activities be arranged at locations which are broadly accessible to all citizens. Institutions should continue to strengthen and expand responsive and needed credit and noncredit continuing education and public service activities to serve a wider clientele of adult part-time participants, especially those who heretofore were underserved by educational institutions.

In the coordination of public service programs, the Board of Higher Education should consider programs offered not only by postsecondary education institutions but those offered by public secondary schools. In this effort, it would be appropriate for the Board of Higher Education to seek advice and cooperation from the Illinois Office of Education.

An institution's ability to respond effectively to public service needs requires a supportive faculty. As a corollary, faculty efforts in public service activities should be considered and rewarded equally in comparison with faculty efforts in instruction and research.

A substantial amount of state-appropriated funding support is allocated to public college and university public service programs and activities. These programs and activities should be reviewed and a determination made regarding whether they are appropriate as a higher education endeavor, or whether they should be provided by other public or private agencies. In cases where user fees are currently being charged, it may be necessary to consider increases.

EDUCATIONAL TELEVISION

The Illinois Board of Higher Education has long maintained an interest in fostering the development of alternative educational delivery systems, both as an aspect of increasing access to postsecondary education and of improving the quality of existing instructional techniques.

This interest includes educational and instructional television. The Board will make recommendations to the Governor and General Assembly for fiscal year 1977 concerning initial funding priorities for educational/instructional television programs and facilities.

Building upon this base, Illinois should follow the lead of many other states and establish a coordinating mechanism to plan the further development of educational and instructional television.

The Board has asked the Committee on Nontraditional and Cooperative Programs, which initially reported to the Board in July, 1974, to continue meeting and report its recommendations in July, 1976. The committee is charged to continue to explore and develop innovative and nontraditional programs to meet the challenge of lifelong learning.

ENVIRONMENT/ENERGY

In an industrialized nation, two interrelated issues concern an adequate production of energy to meet society's needs and the preservation and rational use of the environment. The challenge is to accomplish both goals, and in this effort there is a significant role for postsecondary education institutions. These institutions can direct their research capabilities in search of more efficient energy production, conversion, transmission, and utilization. There are also research efforts and programs concerning the usage of natural resources. Whenever possible, there should be interdisciplinary approaches to research and instruction in the energy and environmental fields.

Illinois is a natural laboratory for bringing together these concerns. It is a populous state with major urban areas, industry, a significant agricultural economy, and one of the major coal fields in the nation.

As indicated in a report to the Board entitled A Work Force for Environment and Energy, there is a significant base of environmental/energy research and programs at Illinois public colleges and universities. The Board of Higher Education plans to review proposals for expanded programmatic efforts in these areas.

In the area of research, it is incumbent upon educational institutions to explore a variety of relationships with industry and government in an effort to identify potential solutions to problems of energy production and consumption and environmental protection.

Institutions should explore cooperative efforts as a means of enhancing their capabilities of offering students a wide range of programs in these fields.

LEGAL EDUCATION

In February, 1975, the Board of Higher Education recommended establishment of a Center for Legal Studies within the Courts Complex planned for Springfield. In doing so, the Board recognized the benefits to be derived from a third-year clinical option for law students and the increased manpower demands for paralegal professionals.

A clinical experience for law students increases the use of a variety of resources for teaching purposes, such as business, government and social service agencies. Students are better prepared to make viable career choices based on experience.

While the Springfield Courts Complex will be a unique vehicle for such a clinical program, the city of Chicago and the surrounding metropolitan area also offer a rich diversity of potential clinical experiences. For this reason, there should be a clinical program at the University of Illinois Chicago Circle campus, working in close cooperation with the law school on the University of Illinois' Urbana campus.

Since the University of Illinois and Southern Illinois University at Carbondale could therefore be involved in clinical programs, a limited expansion of the enrollment capacity at both law schools can be justified. This would increase the capacity of the University of Illinois College of Law from 600 to 750 students and the Southern Illinois University at Carbondale College of Law from 300 to 450 students.

Given an analysis of the manpower needs of the State and nation for lawyers, this expansion of enrollments at public law schools will fulfill that demand and obviate the need for any new public law schools in the State.

The increased workload of the State's and nation's court system and law enforcement agencies clearly indicates a need for individuals with administrative and technical skills that complement those of lawyers, judges, and law enforcement officials.

The Board of Higher Education will work with public and private institutions to develop curricula for both clinical and paralegal programs to be offered in Springfield and Chicago. In the development of these programs to be offered in Springfield, the Board of Higher Education will recognize the unique contribution that can be made by Sangamon State University.

TEACHER EDUCATION

All available data indicate a significant over-supply of elementary and secondary school teachers in Illinois. For this reason, it is necessary to limit overall enrollments in teacher education programs to current levels, except for a few areas of teacher shortage which have been identified.

Some teacher education programs may need to be reduced or eliminated. All public universities, in the review of existing programs, should therefore concentrate on teacher education programs and report their conclusions to governing boards and the Board of Higher Education. The Illinois Office of Education should be appropriately involved in the review of teacher education programs. This involvement is possible through the Joint Education Committee which is established by law and includes membership from the Board of Higher Education and the Office of Education. The Joint Education Committee will also study other issues in teacher education, including the need for in-service professional development.

At the campus level, there should be increased efforts to counsel students considering teaching careers about the realities of successful employment in their fields of study.

Finally, the current situation is conducive to efforts by educators at the campus level to increase the quality of students who complete teacher education programs, which is possible through a tightening of admission requirements and retention standards.

CHAPTER 9

HEALTH PROFESSIONS EDUCATION

A--Recommendations

MEETING HEALTH MANPOWER NEEDS

87. The medical schools in Illinois should meet their current enrollment projections. In particular, by 1980 or as soon as is possible,
    - a. the Southern Illinois University School of Medicine should plan to graduate about 100 physicians per year;
    - b. the University of Illinois College of Medicine should plan to graduate about 500 physicians per year in its regional network of medical schools;
    - c. the private medical schools should plan to graduate about 750 physicians a year, distributed approximately as follows:

Chicago College of Osteopathic Medicine	100
Chicago Medical School/University of Health Sciences	120
Loyola University	130
Northwestern University	180
Rush University	120
University of Chicago	100

88. The three Chicago-area dental schools should meet their current enrollment projections. In particular, by 1980 or as soon as is possible,
    - a. the Loyola University School of Dentistry should plan to graduate about 130 dentists per year;
    - b. the Northwestern University School of Dentistry should plan to graduate about 100 dentists per year;
    - c. the University of Illinois College of Dentistry should plan to graduate about 150 dentists per year.

    The Southern Illinois University School of Dental Medicine should expand to graduate about 64 dentists per year, as soon as possible.

89. The University of Illinois College of Veterinary Medicine should expand its class size to 100 as

soon as is feasible. As the only school of veterinary medicine in the State, the College should maintain and expand its instructional, research, and public service programs to serve the needs of all of Illinois.

90. The University of Illinois College of Pharmacy should continue its planned enrollment expansion through 1980. As the only school of pharmacy in Illinois, the College should maintain and expand its programs to provide pharmacists for all parts of Illinois.

91. Master's degree nursing programs should continue to be expanded to meet the needs for nurse educators and nurse specialists.

92. No new educational programs for practical nurses, associate degree nurses, diploma nurses, or baccalaureate degree nurses should be established unless a compelling need can be demonstrated.

93. The School of Public Health of the University of Illinois should continue the development of its master's and doctoral level programs. As the only school of public health in Illinois, it should strive to meet the needs of students and employers throughout the State in those disciplines it offers.

94. Several health administration programs in public and private universities should be supported.

95. The regionalization of medical education should continue to be supported. The medical schools should expand their clinical affiliations into health-service-poor areas of the State. The medical schools should provide leadership in cooperative efforts to regionalize clinical education in the other health professions, particularly nursing and allied health.

96. Each medical school in Illinois should be responsible for a network of clinical affiliations to enable the development of residency programs with the following characteristics:

    a. by 1980 each medical school should have educational responsibility for at least as many first-year residency positions as it will have graduating physicians. The number of post-first year positions should be adequate to permit sufficient opportunity for all first-year residents to complete their residency training;

b. the medical school should assume responsibility for recruiting new physicians to its residency programs. Emphasis should be placed first on recruiting graduates of Illinois medical schools and then graduates of other American schools;

c. at least one-half of all the first-year residency positions should be in the specialties of family practice, internal medicine, and pediatrics;

d. at least one-half of the first-year residency positions should be offered in institutions and facilities, affiliated with the medical school, which provide predominantly primary and secondary health care to their communities.

97. The two public medical schools should explore means of expanding the geographic distribution of their residency programs. Such programs might include rotation of residents to remote hospitals or clinics or may include several free-standing programs under the auspices of the schools of medicine. The Health Education Commission should work closely with the Comprehensive State Health Planning Agency (and its successor agency) in considering health manpower needs.

98. Affirmative action efforts in health professions programs should be continued and expanded. These programs should attempt to enroll and retain a student mix which racially and geographically reflects the population base from which institutions draw their students.

IMPROVING PROGRAMS

99. The institutions offering programs in the health professions should be responsive to changing demands of students and employers and shifting emphases in the provision of health care. In particular,

a. continuing education of health professionals should be expanded and made available throughout the State;

b. the education of health professionals as members of a health-care team should be emphasized, including common learning experiences;

c. career mobility for persons who wish to alter their professional standing should be facilitated, particularly in nursing and allied health;

d. flexible scheduling should be promoted to serve students who work or have other responsibilities;

e. special studies should be undertaken in task analysis and competency-based education, particularly in nursing and allied health.

100. Planning for the efficient use of existing clinical facilities should be encouraged among the educational institutions and the clinical institutions involved in the education of health professionals. The development of consortia of such institutions is encouraged. The consortia should be multi-disciplinary, regionally-based, representative of all involved parties, and have formal or informal agreements, as appropriate, regarding the responsibilities of each institution.

101. The health-care institutions employing nurse assistants and the institutions educating nurse assistants should cooperate in the establishment of guidelines for the standardization of nurse assistant educational programs and for standards of performance for graduates of the programs.

102. Existing educational programs for the allied health professions in public community colleges and universities should be reviewed and evaluated by the Board of Higher Education and by the appropriate governing and coordinating boards to determine if they are educationally and economically justified. Allied health professions education programs should be characterized by the following:

a. the responsibility for and accreditation of the educational program should be exercised by an educational institution or by a consortium including educational institutions, medical or dental schools, and clinical facilities. With either arrangement, there should be active, ongoing, and effective joint planning and cooperation concerning admission of students, curriculum, evaluation, and other matters among members of the consortium;

b. students should be admitted to the educational program no later than the beginning of the professional component. Admission should be the responsibility of the entity that has program responsibility;

c. the staff of the affiliated hospitals who teach in the program should be appropriately recognized by the educational institution;

d. the responsibilities of each institution involved in an allied health professions education program should be affirmed in a written agreement;

e. each program should engage in self-study and evaluation of its goals and success in meeting those goals. External review and evaluation should be sought and, as appropriate, accreditation obtained;

f. the program should be responsive to regional and, as appropriate, State manpower needs.

FINANCING

103. An annual operating grant of $4,200 per Illinois resident student enrolled in a four-year curriculum should be made available to the private medical schools in Illinois. The total number of Illinois students to be used in the computation should not exceed that number which will generate the annual number of Illinois resident graduates to which the medical schools have been previously committed:

Chicago College of Osteopathic Medicine	47
Chicago Medical School/University of Health Sciences	75
Loyola University	82
Northwestern University	97
Rush University	100
University of Chicago	42

Appropriate revision of the formula amount should be made to reflect the increased cost for students enrolled in a three-year curriculum.

104. The expansion of graduate medical education programs should receive the following support:
    a. a one-time capital grant of $10,000 for each new appropriately approved first-year residency position in the primary care specialties should be made to the medical school and its affiliate in compliance with the conditions of Recommendation 96;
    b. an annual operating grant of $5,000 for each new first-year primary care residency position and $2,500 for each new first-year non-primary care residency position should be made to the medical school and its affiliate.
105. An annual operating grant of $3,000 per Illinois resident student should be made available to Illinois private dental schools. The total number of Illinois students to be used in the computation should not exceed that number which will generate the number of Illinois resident graduates to which the dental schools have been previously committed:

Loyola University	81
Northwestern University	31

106. An annual operating grant of $1,400 per Illinois resident student should be made available by the State of Illinois to the Illinois College of Optometry.
107. An annual operating grant of $1,900 per Illinois resident student should be made available by the State of Illinois to the Illinois College of Podiatric Medicine.
108. The State of Illinois should continue to provide funds to support nursing and allied health education programs in nonpublic institutions.
109. Both educational institutions and hospitals should continue to share in the financing of clinical allied health professions education. The State of Illinois funds available for allied health professions education should be allocated to the educational institutions or appropriate consortia, and may be used to support partially the educational component offered in the hospitals.
110. The formula amounts for State aid to support educational programs in private institutions should

be reviewed annually and adjusted, as appropriate, for inflationary increases.

B--Comment

PREVIOUS COMMITMENTS AND PROGRESS

In 1968, the Board of Higher Education published Education in the Health Fields for State of Illinois. This report recommended that the number of health professionals educated in Illinois be increased markedly. There has been a substantial increase since 1968 in the enrollment and graduation of health professionals from Illinois institutions. For instance, in academic year 1973-74, there were:

.. 3,662 medical students as compared with 2,543 in 1967-68;

.. 821 graduates of medical schools, as compared with 606 in 1967-68;

.. 1,420 dental students as compared with 1,017 in 1967-68;

.. 300 graduates of dental schools, as compared with 246 in 1967-68;

.. 138 master's level nursing graduates, as compared with 45 in 1967-68;

.. 3,780 baccalaureate, diploma, and associate degree nursing graduates, as compared with 2,546 in 1967-68;

.. 140 pharmacy graduates, as compared with 100 in 1967-68;

.. 77 veterinary medicine graduates, as compared with 51 in 1967-68.

Since 1968 the number of medical schools (or components thereof) has been increased from six to twelve. A new dental school and a new school of public health have been established. There has been substantial enrollment growth in allied health and nursing programs at the associate, baccalaureate, and master's degree levels.

However, many health professions education programs have not yet reached their enrollment capacity. Much of the capital construction, recruiting of faculty, and curriculum development is being completed. When the educational programs reach maturity and when their graduates enter the practice of their profession, the State will have met many of its health manpower needs.

FUTURE GOALS

The State has already made commitments to achieving certain goals by 1980. If existing plans are brought to fruition, then by 1980:

.. the annual number of medical school graduates will be 1,300, more than doubling the number since 1968;

.. the number of Illinois resident medical school graduates will be 1,000, a tripling since 1968;

.. the opportunity for Illinois residents to enter medical school will have nearly doubled since 1968;

.. the annual number of dental school graduates will have nearly doubled since 1968, as will have the number of Illinois resident graduates;

.. the annual number of nursing school graduates will have doubled since 1968;

.. the annual number of graduates from the schools of pharmacy and veterinary medicine will have increased by 70 percent since 1968;

.. 125 public health professionals will graduate annually compared to none in 1968;

.. the number of optometrists and podiatrists graduating will have increased substantially.

Another goal is to increase the representation of those groups in the population which have been historically underrepresented in the health professions.

The Master Plan recommendations reaffirm previous commitments, but also place upper limits on many of the programs, as the need for additional health manpower abates in the 1980s.

GEOGRAPHIC, SPECIALTY DISTRIBUTION

There remains a geographic maldistribution of health manpower in the State. Some areas, particularly rural and inner city areas, lack adequate medical, dental, and nursing manpower services. The regionalization of the educational programs in the health professions is beginning to address these problems. Continued and expanded support of the regionalization concept is necessary. Medical schools should collaborate with nursing and allied health schools so that the latter may participate in the regional education network of the medical schools.

In addition to the geographic distribution problem there is a problem of medical specialty distribution. There are insufficient numbers of "initial contact," or primary care physicians, even in some of the urban areas which display no overall shortage of physician manpower. The desirable mix of specialties includes at least 50 percent primary-care physicians, usually defined to include the specialties of family practice, general practice, internal medicine, and pediatrics.

There also remains the problem of retaining a larger fraction of the graduates of Illinois medical schools for practice in the State. The increased percentage of Illinois residents being enrolled and the regionalization program should help to increase the retention rate. To increase further the amount of physician services available to the people of Illinois and to capture more fully the State's investment in the medical education of students, additional efforts are recommended to enhance retention.

Graduate medical education (internships and residencies) is now a part of a continuum of medical education. The geographic and specialty distribution and the retention problems can be addressed effectively by the provision of adequate and well-distributed graduate medical education opportunities for new physicians graduating from medical schools, with emphasis upon graduates from Illinois schools. For these reasons, residency programs should be expanded, especially in the primary-care specialties. This expansion should take place, in part, in hospitals which provide predominantly primary and secondary health care.

OPPORTUNITY AND PROGRAM QUALITY

As the complexity of health care has increased, it has become mandatory that health professionals maintain their practice competency. Continuing education for the practitioner is no longer optional, and must be conducted for a wide range of health manpower. Increasing emphasis is being placed on the education of the health care "team." The education of students for different health professions has some mutual educational objectives. Institutions are encouraged to educate students in a common setting.

Because of the expansion of health-related education programs, Illinois students, including those historically underrepresented, have a greater opportunity to enter a health profession today than a decade ago. Educational programs should be more responsive to persons interested in upward mobility or a change of career goals. Students should be afforded an opportunity to alter their skills, with credit being given for competencies achieved or education acquired previously.

The educators of health manpower, particularly nurses and allied health professionals, should describe more clearly the tasks and functions performed by these professionals. Such descriptions enhance both career mobility and the education of the health team.

To improve patient care, pertinent information on the role and duties of nurse assistants should be gathered, and educational programs commensurate with job requirements should be developed.

The education of health professionals involves different kinds of institutions. The college or university provides general background and preprofessional education. Clinical facilities (hospitals, nursing homes, health clinics) are the setting for that part of the student's education dealing with patients or patient specimens. It is necessary for institutions to collaborate effectively in the education of health professionals.

A review of existing allied health programs should be conducted to determine if all are economically and educationally viable. The structure of allied health programs is stressed, emphasizing the necessity to establish effective relationships with clinical institutions.

HEALTH PROFESSIONS EDUCATION COSTS

The State should continue to subsidize the education of health manpower in the private, as well as public, sector of higher education. The support of these institutions should continue to be based upon the enrollment of Illinois residents. In the case of new medical residency programs, both the medical schools and their affiliated hospitals share in the use of State funds to support the development of an increased number of primary-care residencies.

CHAPTER 10

GOVERNANCE AND COORDINATION

A--Recommendations

111. **A "system of systems" as presently constituted should be continued.**
112. **The present voting structure of the Board of Higher Education has served postsecondary education well and no changes are necessary at this time. If the voting structure of the Board of Higher Education is to be changed, prime consideration should be given to having all voting members represent the general public.**
113. **All statutes pertaining to public postsecondary education boards should be modified by removing the Superintendent of Education or his successor from such boards, with the exception of the Illinois Community College Board.**
114. **The governance of the State Community College of East St. Louis should be removed from the Illinois Community College Board. A separate board should be appointed by the Governor to serve for a period not to exceed five years. The Board of Higher Education should appoint an advisory committee to determine whether the East St. Louis area should eventually become a regular community college district or become a part of an existing district.**
115. **The Board of Higher Education will undertake a study of the statutes affecting higher education with a view toward their codification and clarification.**

B--Comment

A SYSTEM OF SYSTEMS

The Illinois system of public postsecondary education governance and coordination has its roots in the historical development of institutions and the recent need for coordination of an increasingly complex and interrelated system of institutions.

There are four public university governing boards: the Board of Governors of State Colleges and Universities, the Board of Regents, the Board of Trustees of Southern Illinois

University, and the Board of Trustees of the University of Illinois.

Each of the 39 public community college districts has a locally selected governing board. The Illinois Community College Board serves as a coordinating body for the community colleges. The Illinois Board of Higher Education serves as the agency providing coordination not only for the public sector, but increasingly for the private sector as well. This latter responsibility is prescribed by State and federal statutes and is demanded by the complementary efforts of all post-secondary education institutions.

The six public boards form a structure of related parts, or a system. The Board of Higher Education has some responsibilities for the entire system. At the same time, the other boards have responsibilities for segments of the systems; in essence, they are smaller systems within the overall system. This structure is referred to as a "system of systems."

The present system of systems should be retained because it appears to be working well and no arrangement that appears superior has been proposed. Furthermore, it provides a division of responsibilities which is logical and apparently necessary based upon similar arrangements in many other states.

BOARD OF HIGHER EDUCATION

System representation on the Board provides a valuable contribution to the Board's deliberations, which primarily affect public institutions. The present voting structure of the Board has served the public well over the years and should be retained for that reason. However, if there are continued proposals and attempts to alter the Board's present voting structure, especially through the addition of members to represent designated groups and sectors, then the Board would recommend to the General Assembly and Governor that only public members appointed by the Governor with the advice and consent of the Illinois Senate should be voting members.

By statute, the Superintendent of Public Instruction is a member of the Board of Higher Education, and other governing and coordinating boards. This elective position was constitutionally eliminated, however, and replaced by the present appointed State Board of Education. It is the Attorney General's opinion (File No. S-915 of June 20, 1975) that the Illinois General Assembly did not intend that the former Superintendent of Public Instruction should be replaced on the Board of Higher Education by the 17 members of the Board of Education. It is also the Attorney General's opinion that the Board of Education does not have authority to designate one of its members or the appointed Superintendent of Education to serve on the Board of Higher Education.

The liaison between elementary and secondary education and higher education appears to be adequately provided by a new structure. The 1973 statute creating the Board of Education requires three members of that Board and three members of the Board of Higher Education to serve on a Joint Education Committee. This committee is directed to consider all matters of common concern. Therefore, it is recommended that there not be a representative of the State Board of Education on postsecondary education coordinating and governing boards except for the Illinois Community College Board. In this case, the special mission of community colleges and secondary schools in career education creates a need for a specific liaison.

SYSTEM BOARDS

There are periodic proposals to realign public colleges and universities, for governance purposes, according to geographical regions or purported similarities in programs. Also, there have been proposals to establish separate governing boards for individual public university campuses.

Such changes would not alter the system of systems. There would still be levels of governance and coordination. There are compelling reasons for not making these changes. The present groupings of institutions under existing governing boards appear to work well; there is no evidence that some institutions have been favored at the expense of other institutions. A proliferation of governing boards for each university campus would result in increased costs of governance and complications for coordination and planning on a statewide basis.

The fact that existing governing and coordinating boards have differences in the process by which members are selected does not appear to have any relationship to the quality and effectiveness of the boards. No changes are required in this regard.

The Illinois Community College Board, in addition to its coordinating responsibilities for local community college districts, is assigned by statute to maintain and operate a community college in the city of East St. Louis. In effect, the Board is both a coordinating board and a governing board. Representatives of the Illinois Community College Board claim that the Board is unable to give full and proper attention to the State Community College of East St. Louis, while also fulfilling coordinating responsibilities for 39 community college districts. A separate governing board for the College appointed by the Governor is proposed as a temporary solution to this problem. The Board of Higher Education will make a recommendation regarding the permanent status of State Community College, following study and recommendations by an advisory committee.

Financial support for State Community College is currently provided entirely by the State. This approach to funding is inconsistent with the principle of locally initiated and administered community colleges and with the principle that such institutions should be supported in part with local tax revenues. The State Community College of East St. Louis should strive to achieve district status comparable to all other community colleges in the State.

STATUTES

Over the years, revisions or additions have been made to the statutes affecting postsecondary education coordinating and governing boards. As a result, there is some confusion in the order of such statutes and inconsistencies among them. An effort is necessary to codify and clarify these laws.

CHAPTER 11

FUTURE PLANNING

A--Recommendations

116. Future planning for Illinois postsecondary education will be conducted on a continuous basis, with the Board of Higher Education determining and assigning topics for study.

117. The Board of Higher Education will assign for immediate study or development the following topics: (1) graduate education and (2) research. The reports and recommendations concerning these topics should be presented to the Board by October, 1976.

B--Comment

Previous phases of the Master Plan for Illinois postsecondary education were developed in anticipation that enrollments would double and triple. These phases of the Master Plan were concerned with growth: the development and expansion of programs, faculty and staff, facilities, and new institutions.

The theme of this Master Plan is significantly different. Although enrollments will increase, the growth will probably be modest and followed by enrollment decreases. Therefore, the challenge facing Illinois postsecondary education is not to increase its size, but to maintain and improve its quality, without significant growth in resources.

When the challenge was to plan for growth, there were periods of intense planning followed by longer periods of planning inactivity while the plan for growth was being implemented. During such periods, each planning effort required a review of all major educational issues to determine how they had been influenced by the previous period of growth.

A different planning environment can prevail in the future. In a period when self-evaluation and improvement of existing efforts are the main objectives, there is an opportunity to undertake in-depth analyses of issues on a continuous basis.

The topics for study will be determined by the Board of Higher Education in cooperation with institutions and systems and assigned for analysis by the Board to its staff, existing or ad hoc committees, or other appropriate groups. All topics included in this Master Plan are subject to review and evaluation. Reports and recommendations ultimately adopted by the

Board will be considered amendments or additions to a continuously developing Master Plan.

It is recommended that there be an annual review and evaluation of enrollment projections and trends, and the impact on programs and financing. At least two other topics have been identified that require additional study.

GRADUATE EDUCATION

An effort should be made to identify the strengths and weaknesses of graduate education programs in public and private universities, and the implications of enrollment and manpower projections for the future development of programs at this level. The review should produce a clear statement of the State policies necessary to maintain and improve the quality of programs and to ensure that State funds which support graduate education produce the greatest possible public benefit.

RESEARCH

State funds support a variety of research efforts at public universities designed to increase knowledge and improve existing technologies, and provide professional opportunities for faculty and graduate students. The study should focus on the development of State policies concerning priorities with regard to research subjects and the financing of research. The issue of financing should include attention to the role of State funds as seed money for research projects that are expected to continue only by attracting other financial support.

APPENDIX A

STUDY ASSIGNMENTS

The following are study assignments made during the current master planning effort:

GOALS OF HIGHER EDUCATION

The Board asked that the following groups provide written comment and recommendations on this subject: Board of Higher Education advisory committees (students, faculty, citizens, nonpublic, proprietary, and interstate consortia), public college and university system heads, public and private college and university institutional representatives. In the latter case, and in other instances, college and university presidents were asked to involve administrators, faculty, and students in the study effort. These responses were provided to the Board of Higher Education in April, 1975.

ENROLLMENT PROJECTIONS

The Board staff assumed the primary study role regarding this subject. In addition to its own research efforts, the staff had the benefit of enrollment projections made at the institutional level and reported to the Board in the Resource Allocation and Management Program documents (a budget submission format) for fiscal year 1976. These projections for public colleges and universities are provided through fiscal year 1980. The Illinois Community College Board also made enrollment projections. Finally, institutional research efforts were available for use by the Board staff.

The Board staff convened a technical committee consisting of institutional and systems' enrollment experts to review tentative enrollment projections. The report was presented to the Board in April, 1975.

INSTITUTIONAL MISSION AND SCOPE DESIGNATIONS

At the October, 1974, Board meeting, the staff provided preliminary mission and scope statements for public universities as the basis for continuing dialogue in this area. These preliminary statements were prepared following discussions at the system and institutional levels.

These statements were transmitted to all Board advisory committees, system heads and public institutions for their continued study, and their recommendations were reported to the Board in April, 1975.

THE HIGHER EDUCATION GOVERNANCE SYSTEM

The Board appointed an ad hoc committee of ten citizens to conduct this study. The committee held public hearings, circulated a survey document among education institutions and other groups, and invited testimony from representatives of governing and coordinating boards. The committee presented a final report to the Board in October, 1975.

QUALITATIVE IMPROVEMENTS OF EXISTING ILLINOIS HIGHER EDUCATION PROGRAMS AND SERVICES, AND ELIMINATION OF UNNECESSARY FUNCTIONS

The Board asked for responses regarding this topic from its advisory committees, system heads, public and private colleges and universities. The various recommendations were compiled and presented to the Board in June, 1975.

SPECIAL PROGRAM NEEDS, INCLUDING AN UPDATING OF PREVIOUS HEALTH PLANNING EFFORTS

The Health Education Commission is a standing committee of the Board of Higher Education, and its 14 members include Board members, citizens, and public university system representatives. The HEC presented detailed study reports to the Board in July and September concerning medicine, dentistry, nursing, allied health, podiatry, optometry, pharmacy, public health and health administration, and veterinary medicine. The HEC, in its deliberations, held public hearings.

The Board staff, in cooperation with public and private institutional representatives and interested citizens, prepared reports on legal education, which were presented to the Board in February and March, 1975.

Through a grant provided by the Illinois Institute for Environmental Quality, a project director and staff were hired to develop a statewide environmental/energy plan, which was presented to the Board in May, 1975. The development of this plan included State and national surveys, campus visits within Illinois, and several public hearings.

Finally, under this topic, the Board received in June, 1975, a report on teacher education from an existing 26-member task force that included institutional administrators, faculty, students, and citizens.

THE DEVELOPMENT OF INNOVATIVE AND COOPERATIVE EDUCATIONAL DELIVERY SYSTEMS

The Board received a report in July, 1974, from a committee consisting of academic affairs personnel of the Board staff and public systems. The Board decided to emphasize study of educational/instructional television, and this effort has involved the Board in working with consultants, a not-for-profit group in the Chicago area, institutions, and members and committees of the Illinois General Assembly. A report and recommendations were presented to the Board in October, 1975.

STUDENT ACCESS, SCHOLARSHIP AND LOAN PROGRAMS

The Board appointed an ad hoc Study Committee on Tuition and Other Student Costs, which held several public hearings in 1974 and reported its recommendations to the Board in April, 1975.

The Board also incorporated into the planning process a study by the Illinois State Scholarship Commission concerning student loan programs. The ISSC, in its study, involved consultants, institutions, and lenders and presented its report to the General Assembly in March, 1975.

AN ASSESSMENT OF FUTURE HIGHER EDUCATION RESOURCE REQUIREMENTS INCLUDING THE ROLE OF TUITION

The Board staff conducted this study, utilizing data provided the Board by institutions through the Resource Allocation and Management Program, which is a budget submission format. Also, the Board utilized studies by other State agencies. The report was presented to the Board in September, 1975.

COMMUNITY SERVICE AND CONTINUING ADULT EDUCATION

The Board appointed an eight-member ad hoc committee to conduct this study. This committee held several public meetings and conducted a survey of programs at colleges and universities. The committee reported to the Board in September, 1975.

A REVIEW OF HIGHER EDUCATION CAPITAL CONSTRUCTION NEEDS AND COMMITMENTS

The staff assumed primary responsibility for this study, utilizing institutional data obtained through RAMP and periodic space survey and utilization reports. The recommendations were presented to the Board in June, 1975.

A REVIEW OF PROGRAMS OF STATE SUPPORT OF INDEPENDENT COLLEGES AND UNIVERSITIES

The Board's Nonpublic Advisory Committee and the Board's staff conducted this study. Recommendations were submitted to the Board in September, 1975.

A REVIEW OF PUBLIC COMMUNITY COLLEGE FINANCING

The Board appointed a 22-member ad hoc committee to conduct this study, which included public hearings and testimony from representatives of other states. The committee report was presented to the Board in May, 1975.

THE RELATIONSHIP OF PROPRIETARY SCHOOLS AND COLLEGES TO COMPREHENSIVE POSTSECONDARY PLANNING COORDINATION

This study was conducted by the Board's Proprietary School and College Advisory Committee, and recommendations were made to the Board in July, 1975.

PROGRAMMATIC ORGANIZATION OF THE COMMUNITY COLLEGE SYSTEM

This report was prepared by the staffs of the Board of Higher Education and the Illinois Community College Board, and presented to the Board of Higher Education in September, 1975.

DEVELOPMENT OF POSITIVE AFFIRMATIVE ACTION PROGRAMS AT ALL LEVELS OF HIGHER EDUCATION EMPLOYMENT, DEVELOPMENT OF PROGRAMS TO INCREASE MINORITY AND WOMEN STUDENT ENROLLMENT

The Board appointed a five-member ad hoc committee to conduct this study. This committee held several public meetings, circulated a questionnaire among institutions, and invited testimony from institutional representatives. Its report was presented at the Board's October, 1975 meeting.

APPENDIX B

MASTER PLAN STUDY COMMITTEES

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Mr. Joseph L. Block
Chicago

Mr. Michael W. Chandler
Springfield

Mr. Dorsey C. Day
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Ms. Naomi Hornick
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APPENDIX C

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Susan Johnston, Staff Associate
Jay Kahn, Staff Associate
Virginia Sitgraves, Staff Associate
Blair Whitney, Staff Associate

GOVERNMENTAL AFFAIRS

Mary Alice Moulton, Assistant Director

APPENDIX D

BOARD MEMBERS' POSITIONS ON MASTER PLAN ISSUES

The Illinois Board of Higher Education approved A Master Plan for Postsecondary Education in Illinois at its meeting in Chicago on February 3, 1976. The Master Plan is the fourth adopted by the Board since 1964. The motion to adopt the plan, as amended, was approved by a roll call vote of 11 to 3. The motion was made by Mr. Yontz and seconded by Mr. Hale. Those Board members voting to approve the plan were: Browder, Day, Hale, Lindsay, Lohman, Martin, Prince, Redondo, Unland, Yontz and Ziebarth. Those members voting against the plan were: Howard, Ladd, Rowe and Zerkle. As the student member of the Board of Higher Education, Mr. Zerkle cast an advisory vote which was not included in the official results.

Before approving the plan, the Board considered several motions to amend the plan. Mr. Yontz made a motion, seconded by Mr. Hale to add subsection "d" to recommendation 5 in the Master Plan. This motion was approved unanimously by a roll call vote. This new subsection reads as follows: "the instructional cost base is defined as the most current undergraduate instructional cost data as determined by the unit cost study. Instructional costs exclude State appropriations for retirement, capital improvements, research, and public service."

The second amendment, proposed by Mr. Day and seconded by Mr. Zerkle, was to delete from the Master Plan all language referring to a tuition increase. This motion was defeated by a roll call vote of 9 to 5. Those voting in favor of the motion were: Day, Howard, Ladd, Redondo, Rowe and Zerkle. Those voting against the motion were: Browder, Hale, Lindsay, Lohman, Martin, Prince, Unland, Yontz and Ziebarth.

A third amendment, proposed by Mr. Zerkle and seconded by Mr. Howard was that graduate tuition would remain the same as undergraduate tuition, rather than being one-third higher as recommended in the Master Plan. On a roll call vote, there was a 7 to 7 tie on this issue and therefore it was defeated. Those voting in favor of the motion were: Day, Hale, Howard, Ladd, Martin, Redondo, Rowe and Zerkle. Those voting against the motion were: Browder, Lindsay, Lohman, Prince, Unland, Yontz and Ziebarth.

The Board gave unanimous approval by a roll call vote to a fourth amendment, which was proposed by Mr. Hale and seconded by Mr. Yontz. This amendment added and deleted words from recommendation 25 as follows: "The Board of Higher Education will approve construction of new facilities for public community college campuses on the basis of enrollments ~~at the time of request~~, taking all permanent space and projected enrollment increases and decreases into account."

The Board then gave unanimous approval by a roll call vote to two other amendments. The motion to approve these amendments was made by Mr. Ladd and seconded by Mr. Browder. One amendment deleted original recommendation 26 which stated that: "The Board of Higher Education will not recommend State participation in the purchase of movable equipment for public community colleges." The other amendment adds the following sentences to recommendation 34: "This policy does not include waivers issued to University Civil Service employees and to graduate students. Tuition waivers may be awarded to eligible civil service employees of institutions according to the guidelines established by the University Civil Service Merit Board, and to graduate students according to the guidelines established by governing boards."

A seventh amendment was proposed by Mr. Zerkle and seconded by Mr. Browder. The motion was to add the underlined words to recommendation 29: "The Board of Higher Education will not approve construction of dormitories for commuter institutions, except with justifiable need." Mr. Zerkle accepted a friendly amendment from Dr. Martin which added as the first clause of the recommendation the following: "As a general rule,...." This motion was defeated by a roll call vote of 8 to 6. Those voting in favor of the motion were: Day, Browder, Hale, Ladd, Martin, Redondo, and Zerkle. Those voting against the motion were: Howard, Lindsay, Lohman, Prince, Rowe, Unland, Yontz and Ziebarth.

The final amendment, proposed by Mr. Zerkle and seconded by Mr. Howard, was to add the following recommendation to Chapter 6: "The State of Illinois should study the question of new grant and tuition waiver programs for graduate students." On a roll call vote, this motion was defeated by a vote of 14 to 0. Voting for the motion was Mr. Zerkle. Those voting against the motion were: Browder, Day, Hale, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Unland, Yontz and Ziebarth.

Prior to submitting the Master Plan to public hearings in January, 1976, the Board tentatively approved a draft plan on December 2, 1975. The Board voted on that draft plan chapter-by-chapter with a challenge procedure for any recommendation or comment within chapters. The advisory vote of the student member of the Board was recorded on each motion.

The following is an account of votes in the order they occurred.

A motion was made by Mr. Howard and seconded by Mr. Rowe to approve the draft Master Plan for public hearings purposes only and for the Board not to vote on the plan chapter-by-chapter. This motion was defeated by a voice vote.

CHAPTER 1--INTRODUCTION

A motion to approve Chapter 1 was made by Mr. Lindsay and seconded by Mrs. Lohman. Those voting in favor of the motion were: Block, Browder, Day, Howard, Lindsay, Lohman, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 2--HIGHLIGHTS AND OVERVIEW

A motion was made by Dr. Redondo, seconded by Mrs. Lohman, to vote on Chapter 2 last, following other changes. This motion was approved by a voice vote.

A motion was made by Mr. Browder, seconded by Mr. Yontz, to add a phrase to the subheading within Chapter 2 on page 11 entitled Financing Operations and Grants. The motion concerned the last paragraph of that section and had reference to the parenthetical phrase "based on financial need" and involved the addition of the words "and academic qualifications." This motion was defeated by a voice vote.

A motion was made by Dr. Redondo, seconded by Mr. Yontz, to add what is now the next to the last sentence on page 12: "There must be an effort to eliminate present inequities affecting women and minorities in all areas of enrollment and employment." This motion was approved by a roll call vote of 7 to 6. Those voting in favor of the motion were: Block, Browder, Day, Howard, Prince, Redondo, Yontz, Zerkle. Those voting against the motion were: Lindsay, Lohman, Rowe, Stone, Unland, Ziebarth.

CHAPTER 3--ENROLLMENTS

A motion to approve Chapter 3 was made by Mr. Howard and seconded by Mr. Block. This motion was approved unanimously, and those voting in favor were: Block, Browder, Day, Howard, Lindsay, Lohman, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 4--FINANCING: OPERATIONS AND GRANTS

A motion was made by Mr. Block, seconded by Mr. Browder, to reorder the sentences in recommendation 5 and add the present last clause to recommendation 5c: "...but should maintain tuition levels equal to those of other universities within the same system." This motion was approved by a voice vote.

A motion was made by Mr. Howard, seconded by Mr. Rowe, that the Board vote separately on recommendations 5 through 8. This motion was approved by a vote of 7 to 6. Those voting in favor of the motion were: Block, Browder, Day, Howard, Lohman, Redondo, Rowe, Zerkle. Those voting against the motion were: Lindsay, Prince, Stone, Unland, Yontz, Ziebarth.

A motion was made by Mr. Block, seconded by Mrs. Lohman, to approve recommendation 5. This motion was approved by a vote of 9 to 5. Those voting in favor of the motion were: Block, Browder, Lindsay, Lohman, Prince, Stone, Unland, Yontz, Ziebarth. Those voting against the motion were: Day, Howard, Ladd, Redondo, Rowe, Zerkle.

A motion was made by Mr. Block, seconded by Mr. Unland, to approve recommendation 6. This motion was approved by a vote of 9 to 5. The same division occurred as applies to the vote regarding recommendation 5.

A motion was made by Mr. Block, seconded by Mrs. Lohman, to approve recommendation 7. This motion was approved by a vote of 9 to 5. The same division occurred as applies to the vote regarding recommendation 5.

A motion was made by Mr. Unland, seconded by Mrs. Lohman, to approve recommendation 8. This motion was approved by a vote of 10 to 4. Those voting in favor of the motion were: Block, Browder, Lindsay, Lohman, Prince, Redondo, Stone, Unland, Yontz, Ziebarth. Those voting against the motion were: Day, Howard, Ladd, Rowe, Zerkle.

A motion was made by Mr. Block, seconded by Mr. Ziebarth, to delete all but the first sentence of original recommendation 16 (the Board later agreed to move this recommendation to Chapter 6, where it is now recommendation 35). This motion was defeated by a vote of 8 to 5. Those voting in favor of the motion were: Block, Lohman, Unland, Yontz, Zerkle, Ziebarth. Those voting against the motion were: Browder, Day, Howard, Lindsay, Prince, Redondo, Rowe, Stone.

A motion was made by Mr. Block to delete recommendation 18 but there was no seconding motion.

A motion was made by Mr. Browder, seconded by Mr. Unland, to approve Chapter 4 excluding recommendations 5 through 8 which were voted on separately. This motion was approved unanimously by the Board. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 5--PHYSICAL FACILITIES

A motion to delete a recommendation was made by Mr. Stone and seconded by Dr. Redondo. This recommendation stated that: "The Board of Higher Education will not recommend State participation in the purchase of movable equipment for public community colleges." This motion was defeated by a vote of 8 to

6. Those voting in favor of the motion were: Browder, Ladd, Lindsay, Redondo, Stone, Unland, Zerkle. Those voting against the motion were: Block, Day, Howard, Lohman, Prince, Rowe, Yontz, Ziebarth.

A motion was made by Mr. Ladd, seconded by Dr. Redondo, to delete and add phrases to current recommendation 28 as follows: "As a general rule, the Board of Higher Education will ~~consider-evidence-of-student-approval-for~~ encourage governing boards to seek student participation in the process of approving capital improvements funded from student fees or income from student fees ~~before-approving-such-improvements~~." This motion was approved by a voice vote.

A motion to approve Chapter 5 was made by Mr. Unland and seconded by Mr. Ziebarth. This motion was approved by a vote of 12 to 1. Those voting in favor of the motion were: Block, Browder, Day, Ladd, Lindsay, Lohman, Prince, Redondo, Rowe, Unland, Yontz, Zerkle, Ziebarth. Mr. Stone voted against the motion.

CHAPTER 6--STUDENTS

A motion was made by Mr. Stone, seconded by Mr. Day, to amend current recommendation 32 by adding the sentence. "Sufficient funds for adequately publicizing Illinois State Scholarship Commission programs should be provided." This motion was defeated by a vote of 9 to 3. Those voting in favor of the motion were: Day, Redondo, Stone, Zerkle. Those voting against the motion were: Block, Browder, Howard, Ladd, Lindsay, Prince, Rowe, Unland, Ziebarth.

A motion was made by Mr. Ladd, seconded by Mr. Rowe, to restate current recommendation 33 to allow undergraduate tuition waivers to a level of four percent of an institution's annual fall full-time-equivalent undergraduate enrollment. This motion was defeated by a vote of 12 to 3. Those voting in favor of the motion were: Day, Ladd, Rowe, Zerkle. Those voting against the motion were: Block, Browder, Howard, Lindsay, Lohman, Martin, Prince, Redondo, Stone, Unland, Yontz, Ziebarth.

A motion was made by Dr. Redondo, seconded by Mr. Rowe, to amend current recommendation 33 to provide that disadvantaged individuals would be an exception to this policy. This motion was defeated by a vote of 10 to 5. Those voting in favor of the motion were: Day, Ladd, Martin, Redondo, Rowe, Zerkle. Those voting against the motion were: Block, Browder, Howard, Lindsay, Lohman, Prince, Stone, Unland, Yontz, Ziebarth.

A motion by Dr. Redondo, seconded by Dr. Martin, to delete a recommendation was approved by a voice vote. This recommendation stated that: "The State of Illinois should not support, at this time, any efforts to initiate new student grant and tuition waiver programs for graduate students."

A motion to approve Chapter 6 was made by Mr. Block, seconded by Mr. Lindsay. This motion was approved by a vote of 13 to 2. Those voting in favor of the motion were: Block, Browder, Day, Howard, Lindsay, Lohman, Martin, Prince, Redondo, Stone, Unland, Yontz, Zerkle, Ziebarth. Those voting against the motion were: Ladd, Rowe.

CHAPTER 7--INSTITUTIONS

A motion was made by Dr. Martin, seconded by Mr. Ladd, to add to current recommendations 48 and 49 conditions and criteria that would be required in approving programs affected by these recommendations. These included compelling need, nonduplication, and conformity with program directions for institutions. This motion was defeated by a vote of 12 to 3. Those in favor of the motion were: Martin, Rowe, Stone. Those voting against the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Prince, Redondo, Unland, Yontz, Zerkle, Ziebarth.

A motion was made by Mr. Block, seconded by Mr. Unland, to amend the program direction statement for the University of Illinois, Chicago Circle Campus. The motion involved the addition of the following sentence: "The University is encouraged to review the need for these programs (evening and weekend) in light of offerings at other Chicago institutions." It was proposed that this language be added after the second sentence. This motion was defeated by a vote of 12 to 3. Those voting in favor of the motion were: Block, Unland, Yontz. Those voting against the motion were: Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Zerkle, Ziebarth.

A motion was made by Mr. Lindsay, seconded by Mr. Unland, to approve Chapter 7. This motion was approved unanimously by the following members: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 8--PROGRAMS

A motion was made by Mr. Howard, seconded by Mr. Ladd, to delete all but the first three sentences of current recommendation 64. This motion was defeated by a vote of 11 to 3. Those voting in favor of the motion were: Howard, Ladd, Rowe. Those voting against the motion were: Block, Browder, Day, Lindsay, Lohman, Prince, Redondo, Stone, Unland, Yontz, Zerkle, Ziebarth.

A motion was made by Mr. Ziebarth, seconded by Mr. Stone, to approve Chapter 8. This motion was approved by a vote of 13 to 1. Those in favor of the motion were: Block, Browder, Day, Ladd, Lindsay, Lohman, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth. Mr. Howard voted against the motion.

CHAPTER 9--HEALTH PROFESSIONS EDUCATION

A motion was made by Dr. Redondo, seconded by Mr. Yontz, to add the present last sentence to current recommendation 97 which states: "The Health Education Commission should work closely with The Comprehensive State Health Planning Agency (and its successor agency) in considering health manpower needs." This motion was approved by a voice vote, with Mr. Ladd recorded as voting against the motion.

A motion to approve Chapter 9 was made by Mr. Howard, seconded by Mrs. Lohman, and was approved unanimously. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 10--GOVERNANCE AND COORDINATION

A motion was made by Mr. Block, seconded by Mrs. Lohman, to add the phrase "...as presently constituted..." to current recommendation 111. This motion was approved by a voice vote.

A motion was made by Mr. Howard, seconded by Mr. Ladd, to delete a recommendation stating: "Only members of the Board of Higher Education appointed specifically to that Board by the Governor should be accorded voting privileges. Representatives of the systems should continue to serve on the Board with full rights of membership except the right to vote. Representation of the public-at-large should be increased from ten to eleven members." This motion was defeated by a vote of 8 to 7. Those voting in favor of the motion were: Howard, Ladd, Lohman, Martin, Prince, Rowe, Stone, Zerkle. Those voting against the motion were: Block, Browder, Day, Lindsay, Redondo, Unland, Yontz, Ziebarth.

A motion was made by Dr. Redondo, seconded by Dr. Martin, to provide the current language of recommendation 112. This motion was approved by a vote of 9 to 6. Those voting in favor of the motion were: Day, Howard, Ladd, Lohman, Martin, Prince, Redondo, Rowe, Stone, Zerkle. Those voting against the motion were: Block, Browder, Lindsay, Unland, Yontz, Ziebarth.

A motion was made by Mr. Block, seconded by Mr. Unland, to delete a recommendation which stated that: "No more than a simple majority of appointed system board members should be from one political party." This motion was approved by a vote of 14 to 1. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth. Dr. Martin voted against the motion.

A motion was made by Mr. Stone, seconded by Mr. Ladd, to add the phrase "...with the exception of the Illinois Community College Board" to the end of current recommendation 113. This motion was approved by a voice vote.

A motion was made by Mr. Stone, seconded by Mr. Ladd, to add language to current recommendation 114 concerning the appointment of an advisory committee regarding the permanent status of State Community College. This motion was approved by a voice vote. The recommendation originally read as follows: "The governance of the State Community College of East St. Louis should be removed from the Illinois Community College Board. A separate board should be appointed by the Governor to serve for a period not to exceed five years during which time the East St. Louis area must become a regular community college district or become part of an existing district."

A motion was made by Mr. Unland, seconded by Mr. Day, to approve Chapter 10. This motion was approved unanimously. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

CHAPTER 11--FUTURE PLANNING

A motion was made by Mr. Unland, seconded by Dr. Redondo, to approve Chapter 11. This motion was approved unanimously. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Unland, Yontz, Zerkle, Ziebarth.

OTHER MOTIONS, VOTES

A motion was made by Mrs. Lohman, seconded by Mr. Block, to approve Chapter 2 with the condition that it would be edited to reflect amendments made in other chapters. This motion was approved unanimously. Those voting in favor of the motion were: Block, Browder, Day, Howard, Ladd, Lindsay, Lohman, Martin, Prince, Redondo, Rowe, Stone, Unland, Zerkle, Ziebarth.

A motion was made by Mr. Day, seconded by Mr. Ladd, to reconsider the vote taken on the recommendation (later deleted) which stated: "The Board of Higher Education will not recommend State participation in the purchase of movable equipment for public community colleges." This motion was defeated by a vote of 9 to 6. Those voting in favor of the motion were: Day, Ladd, Martin, Redondo, Rowe, Stone, Zerkle. Those voting against the motion were: Block, Browder, Howard, Lindsay, Lohman, Prince, Unland, Yontz, Ziebarth.